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PROCEEDINGS OF THE GOVERNOR'S CONFERENCE ON MANPOWER TRAINING (BUFFALO, N.Y., JUNE 2-3, 1966).

NEW YORK STATE MANPOWER ADVISORY COUNCIL, ALBANY

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NATIONAL AND INTERNATIONAL LEADERS IN THE FIELDS OF ECONOMICS, EDUCATION, PUBLIC AND WORLD AFFAIRS, GOVERNMENT, MANPOWER UTILIZATION, LABOR, AND INDUSTRY PARTICIPATED IN A CONFERENCE ON MANPOWER UTILIZATION AND TRAINING TO REVIEW TRAINING NEEDS AND PROPOSALS FOR MEETING THEM AT ALL SKILL LEVELS, FROM THE DISADVANTAGED GROUPS TO THE PROFESSIONALLY TRAINED PRACTITIONERS. THE PRESENTATIONS WERE--(1) "STATE INITIATIVE IN MANPOWER TRAINING" BY NELSON ROCKEFELLER, (2) "A SURVEY OF MANPOWER TRAINING IN THIS STATE TODAY" BY M. CATHERWOOD, (3) "THE TRAINED CITIZEN AS A RESOURCE" BY S. GOULD, (4) "NEW OPPORTUNITIES IN VOCATIONAL EDUCATION" BY J. ALLEN, (5) "THE CANADIAN DIRECTION" BY L. PETERSON, (6) "ACTIVE EMPLOYMENT POLICY AS A MEANS TO MANPOWER ADJUSTMENT" BY B. OLSSON, (7) "THIS SURGE FOR EDUCATION" BY H. HEALD, AND (8) "SOCIO-ECONOMIC IMPLICATIONS IN MANPOWER TRAINING" BY J. HOLLAND. PANEL DISCUSSION TOPICS WERE--(1) "THE PUBLIC EMPLOYMENT SERVICE," (2) "TRAINING THE DISADVANTAGED," (3) "FUTURE MANPOWER NEEDS," (4) "OCCUPATIONAL TRAINING FOR PRODUCTION AND SERVICE WORKERS," AND (5) "MEETING TECHNICAL AND PROFESSIONAL DEMANDS." DURING THE FINAL SESSIONS OF THE CONFERENCE THE PANEL CHAIRMEN MADE SUMMARY REPORTS, AND GOVERNOR NELSON A. ROCKEFELLER REVIEWED THE CONFERENCE AND SIGNED THE NEW YORK STATE MANPOWER TRAINING ACT. (HC)

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GOVERNOR'S CONFERENCE ON MANPOWER TRAINING

June 2-3, 1966
Buffalo, New York

VT 02631

Sponsored by
NEW YORK STATE
MANPOWER ADVISORY COUNCIL

Nelson A. Rockefeller, Governor

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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Proceedings of the

GOVERNOR'S CONFERENCE ON MANPOWER TRAINING

Statler Hilton Hotel
June 2-3, 1966
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Sponsored by
NEW YORK STATE MANPOWER ADVISORY COUNCIL
NELSON A. ROCKEFELLER
Governor

FOREWORD

Effective manpower utilization and manpower training are among the most pressing problems facing our State and Nation today. The labor force is being challenged by new industry and new production techniques, the rapid growth of the service industries, an expanding need for technicians and professional people and the growth of education itself.

The relevancy of these developments for New York State led me to convene the Governor's Conference on Manpower Training for a timely review of training needs and of proposals for meeting them at all skill levels, from the disadvantaged groups to the professionally trained practitioners.

I wish to thank the State Manpower Advisory Council for sponsoring the Governor's Conference on Manpower Training. Its participation, along with that of the Education Department, the Commerce Department and the State University, did much to contribute to the conference's success. A special word of thanks is due to Industrial Commissioner M. P. Catherwood and his associates in the Department of Labor who assumed the burden of organizing the conference and seeing it through to its highly successful conclusion.

The true beneficiaries of the conference, however, are the people and industries of the State of New York for whom new ways of meeting pressing manpower demands may be charted as a result of the discussions which took place during the conference.

GOVERNOR

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TO HART
ROOM

Governor Rockefeller adds good fellowship in exchange of greetings by Assistant Industrial Commissioner George Sturges of Buffalo, left, and Harry Van-Arsdale Jr. of New York City Central Labor Council.

CONFERENCE PROGRAM

About This Conference

The Governor's Conference on Manpower Training, as the program discloses, brought together a group of prominent experts for a timely discussion of problems in effective manpower utilization and training.

PROGRAM

THURSDAY, JUNE 2

9:00 A.M. REGISTRATION

10:00 A.M. OPENING GENERAL SESSION
Presiding: HONORABLE NELSON A. ROCKEFELLER
Governor of the State of New York
Welcome: HONORABLE FRANK SEDITA
Mayor of Buffalo
Manpower Training in New York State Today
M. P. CATHERWOOD
Industrial Commissioner of the State of New York
SAMUEL B. GOULD
President of the State University of New York
JAMES E. ALLEN JR.
Commissioner of Education of the State of New York

12:30 P.M. LUNCHEON
Presiding: ROBERT D. HELSBY
Executive Dean for Continuing Education
State University of New York
Speaker: HONORABLE L. R. PETERSON, Q.C.
Minister of Labour and Education
British Columbia
Subject: The Canadian Direction

2:15 P.M. CONCURRENT PANEL SESSIONS
I. The Public Employment Service and Utilization of Manpower Resources
Chairman: JOHN J. CORSON
Professor of Public and International Affairs
The Woodrow Wilson School
Princeton University
Panelists: CHARLES E. ODELL
Special Assistant to the Director
United States Employment Service
U.S. Department of Labor
FREDERICK C. FISCHER
Senior Vice President for Personnel
Macy's New York

LEONARD P. ADAMS
Professor and Director of Research and Publications
N.Y.S. School of Industrial and Labor Relations
Cornell University

II. Training the Disadvantaged
Chairman: JAMES R. DUMPSON
Professor and Associate Director
School of Social Work
Hunter College
Panelists: WILLIAM E. JOHNSTON JR.
Education Research and Program Specialist
Office of the Disadvantaged and Handicapped
U.S. Office of Education
Department of Health, Education and Welfare
MRS. DOROTHY C. SPAULDING
Employment Security Superintendent
Division of Employment
New York State Department of Labor
REESE HAMMOND
Director of Research and Education
International Union of Operating Engineers
WILLIAM B. WALKER
Vice President, Corporate Personnel
Xerox Corporation

III. Future Manpower Needs
Chairman: ROBERT J. MYERS
Deputy Commissioner
Bureau of Labor Statistics
U.S. Department of Labor
Panelists: HAROLD GOLDSTEIN
Assistant Commissioner for Manpower and Employment Statistics
Bureau of Labor Statistics
U.S. Department of Labor
R. THAYNE ROBSON
Executive Director
The President's Committee on Manpower
HOWARD COUGHLIN
President
Office and Professional Employees International Union, AFL-CIO

RUSSELL C. McCARTHY
Manager
Industrial Management Council of Rochester

IV. Occupational Training for Production and Service Workers

Chairman: GERALD G. SOMERS
Professor of Economics and Co-Director of the Center for Studies of Vocational and Technical Education
University of Wisconsin

Panelists: EDWIN H. MINER
President
Voorhees Technical Institute, New York
NELSON F. HOPPER
Director
Office of Manpower Development
Division of Employment
New York State Department of Labor
MISS ALLALEE A. BABBIDGE
Vice President and Director of Personnel
Marine Midland Trust Company of Western New York
GEORGE STRAUSS
Professor of Business Administration and Research Economist
Institute of Industrial Relations
University of California (Berkeley)

V. Meeting Technical and Professional Manpower Demands

Chairman: CLIFFORD C. FURNAS
President
State University of New York at Buffalo

Panelists: HARVEY I. SCUDDER
Manpower Resources Consultant
Division of Community Health Services
U.S. Public Health Service
Department of Health, Education and Welfare
RICHARD O. EDGERTON
Supervisor of Training
Eastman Kodak
SEBASTIAN V. MARTORANA
Executive Dean for Two Year Colleges
State University of New York

DONALD BRUTVAN
Assistant Dean, Millard Fillmore College and Associate Professor, School of Engineering
State University of New York at Buffalo

7:00 P.M. CONFERENCE DINNER
Presiding: IRA G. ROSS
President
Cornell Aeronautical Laboratory
Introduction of Principal Speaker:
ALFRED L. GREEN
Executive Director
Division of Employment
New York State Department of Labor
Speaker: HONORABLE BERTIL OLSSON
Director General
National Labour Market Board
Sweden
Subject: Active Employment Policy as a Means to Manpower Adjustment

FRIDAY, JUNE 3
9:15 A.M. GENERAL SESSION
Review of Manpower Training Today—
Problems, Needs, Directions
Chairman: HENRY T. HEALD
Partner, Heald, Hobson and Associates and Former President of the Ford Foundation
Discussants (Chairmen of the Thursday Afternoon Panel Sessions)
JOHN J. CORSON
Professor of Public and International Affairs
The Woodrow Wilson School
Princeton University
JAMES R. DUMPSON
Professor and Associate Director
School of Social Work
Hunter College
ROBERT J. MYERS
Deputy Commissioner
Bureau of Labor Statistics
U.S. Department of Labor

GERALD G. SOMERS
Professor of Economics and Co-Director of the Center for Studies of Vocational and Technical Education
University of Wisconsin
CLIFFORD C. FURNAS
President
State University of New York at Buffalo

12:30 P.M. CLOSING LUNCHEON
Presiding: HONORABLE NELSON A. ROCKEFELLER
Governor of the State of New York
Speaker: DR. JEROME H. HOLLAND
President
Hampton Institute, Virginia
Subject: Socio-Economic Implications in Manpower Training

Governor Rockefeller greets Dr. Jerome H. Holland, president of Hampton Institute, at conference session.

MANPOWER TRAINING IN NEW YORK STATE TODAY

Opening General Session

10:00 A.M., THURSDAY, JUNE 2, 1966

PRESIDING:	**NELSON A. ROCKEFELLER** Governor of the State of New York
WELCOME:	**FRANK SEDITA** Mayor of Buffalo
SPEAKERS:	**M. P. CATHERWOOD** Industrial Commissioner of the State of New York **SAMUEL B. GOULD** President of the State University of New York **JAMES E. ALLEN, JR.** Commissioner of Education of the State of New York

S ATLER HILTON

The tripod of a TV camera looms over Governor Rockefeller as he meets with news reporters covering the training conference.

STATE INITIATIVE IN MANPOWER TRAINING

Address by Governor Nelson A. Rockefeller

FIRST OF ALL, MY VERY WARM thanks to all of you for being here.

This Governor's Conference on Manpower Training brings together here in Buffalo a most distinguished and creative group of men and women—national and international experts in the fields of economics, education, public and world affairs, government, manpower utilization, labor and industry.

One measure of the calibre of the participation in this conference is the eminence of the five men heading today's key panel discussions. I refer to the President of the University of Buffalo, the U.S. Commissioner of Labor Statistics, the Director of the Center for Studies in Vocational and Technical Education at the University of Wisconsin, and two of the leading professors from Princeton University and Hunter College.

ANOTHER measure is the fact that Canada's Minister of Labour and Education and the Director-general of Sweden's Labour Market Board are our luncheon and dinner speakers, respectively, on today's program.

Furthermore a review tomorrow morning by the five chairmen of today's panels will be chaired in turn by Dr. Henry T. Heald and our closing luncheon session tomorrow will hear the distinguished President of Hampton Institute.

I am very proud—and very grateful—that these and many other most distinguished personages are taking part.

YOUR participation is the best possible evidence that the subject of this conference is most important:

—That new developments bringing new challenges lend a fresh urgency to these sessions, and

—That New York's auspices are appropriate because we are dealing here with problems important not only to New York but also to the nation.

I called this conference because our economic growth has intensified the importance of our manpower training and retraining programs. An accelerating shift from job shortage to skill shortage offers new job opportunities to the disadvantaged, the underemployed and the unemployed—if first they can find the necessary instruction, training and retraining.

Thus the expansion and improvement of manpower training programs are vital in human terms to helping those most needing help in boarding the escalator of a rising economy—the members of minority groups, the young men and women of relatively limited education, among whom unemployment rates are consistently more than double the rates of the work force as a whole.

At the same time a shortage of skilled manpower is inhibiting the efforts of communities to attract new industries in some areas of the State—or curtailing expansion of existing industries.

Therefore these programs of manpower training and retraining are urgent as well to the continuing expansion of an already booming economy.

AND so we are here to review what we have been doing and to seek fresh ideas for the immediate future. We are here to re-examine present policy and to determine what needs to be reoriented and what should be further expanded or otherwise made more useful to the people of this State.

New York is out in front today in its manpower training and retraining programs—not only utilizing all federal funds available including reallocations from states that do not use all their federal funds, but also utilizing State funds to fill gaps in the federal financing.

Since the fall of 1962, when Federal Manpower Development and Training Act funds first became available, programs in New York State financed with $93.3 million of federal funds have provided training opportunities for 58,900 individuals. Of this amount, $77.4 million has been administered directly by agencies of New York State.

In the current federal fiscal year, $46.6 million of federal manpower training funds have been allocated to New York State. With these funds, 16,700 persons have been trained in schools of various types. An estimated additional 8,300 workers have been trained on-the-job.

In the new federal fiscal year beginning July 1, we expect the OJT program in New York State to be increased some 65 per cent, rising to 13,700 trainees, while federal financing of institutional training programs would be cut back, accommodating approximately 8,300 trainees.

NEW York State, however, is finding ways of stepping into the breach on the institutional and other fronts, for various federal restrictions, limitations, rigidities and a time-lag in delivery of funds have created gaps which, in our experience, call for supplementary State action.

In the 1965-66 State fiscal year, I budgeted $8,775,000 of matching State funds for manpower training—but amendment of the federal law made such an appropriation unnecessary.

Mayor Frank Sedita of Buffalo extends the city's welcome to manpower training conference delegates at the Thursday session.

This year, I have been seeking authority to utilize some $5 million of State funds for various manpower training purposes including:

—Training disadvantaged out-of-school youth not otherwise eligible for training assistance under federal programs; and

—Training an additional 800 men and women on the job in situations requiring speed and flexibility not provided in the federal program, particularly to help new and expanding small businesses.

The fate of these funds is still involved in discussions with legislative leaders on the supplemental budget and the use for manpower training of the Employment Division's special fund.

IMPORTANTLY, however, the Legislature has just enacted the New York State Manpower Training Act as proposed by my administration—and it will be my very great pleasure to sign this measure into law here in Buffalo. This measure makes it possible for the State to expand the development of vocational training programs by authorizing the use of State funds, including payment to trainees of allowances approximating those payable by the federal government under the Manpower Development and Training Act.

It will enable us to set up training programs in specified industries and occupations, including the garment industry and occupations requiring a license, for which federal funds are not now available.

It will also help us to fill the training gaps created by federal restrictions with respect to on-the-job training programs that extend more than 26 weeks.

It will enable us to establish programs for upgrading skills of persons presently working, to set up programs with five or fewer trainees and to create programs in behalf of an industry which has relocated in New York State within a two-year period.

IN short, this new State law will give New York the flexibility we need where federal flexibility is lacking and so enable us to make more creative use than ever of the maximum federal funds available to us. And creative State action, in my view, is highly important in this field.

For example, New York State is advancing $1 million of State funds to the Utica Board of Education to rent a training facility, provide necessary remodeling, and begin purchase of equipment and supplies pending the approval of federal funds for a multi-occupational manpower training program in that city.

STATE initiative also is responsible for setting in motion the largest training program in the nation under the Manpower Development and Training Act—an $8 million program that will give 3,600 unemployed and underemployed New York City residents with limited education a chance to compete effectively in the job market.

This largest single attack ever mounted against hard-core unemployment will provide training for 2,400 youths under 22 years of age and 1,200 adults—almost all of them school dropouts.

The program is also unique in that it is tailored precisely to the needs of the individual. More than in any other training program we have undertaken, the contents of the training course will represent an individualized prescription for employability. The actual training will be divided into two phases.

In the first, the trainee will receive remedial education in reading, writing, arithmetic, spelling and language skills. This will be coupled with orientation in one or more of eight broad occupational fields: Building services, commer-

Hon FRANK SEDITA
Hon NELSON A. ROCKEFELLER
Dr M P CATHERWOOD
Dr SAMUEL GOULD
Dr JAMES E. ALLEN

Buffalo Mayor Frank Sedita, Industrial Commissioner M. P. Catherwood, Samuel B. Gould, president, State University of New York, and Dr. James E. Allen Jr., commissioner of education, left to right, are seated at speaker's table as Governor Rockefeller presides at the opening general session of the manpower training conference.

cial, distributive, electro-mechanical repair, merchandising, metal fabrication, woodworking and machine shop.

THE length of this first phase will vary according to the individual, depending on his needs and how quickly he absorbs the subject matter.

The second phase calls for training in one of 23 specific occupations. For example, the trainee who exhibits a bent for woodworking in the first phase will most likely be assigned to training as a furniture repairman, picture framer or woodworking machine operator.

The length of this second phase will also be conditioned to the individual.

Remedial education will continue and will be geared to the trainee's educational needs and to the requirements of the field of work for which he is being trained.

In developing this program the State Labor Department had the full cooperation of the New York City Board of Education, which will make training centers available in Brooklyn, Queens and Manhattan. With the State Education Department and the U.S. Labor and Health, Education and Welfare Departments also collaborating, and with the State Employment Service and five youth-serving agencies in the city engaged in recruiting trainees, this project shows what might be done on a comparable scale here in Buffalo and other major cities.

ON another front I am pleased to announce that the State Employment Division is launching a statewide, fullscale campaign to place young men and women in summer jobs. As a first step 100 college juniors, seniors and graduate students have been hired as temporary State employes for a massive telephone solicitation of employers, designed to convince them that it is to their advantage to hire young men and women for the summer.

Essentially the program is a major expansion of one conducted in Rockland County since 1962 and that spread to Westchester County in 1964 as well as to many other communities throughout the State.

During the program's first year of operation in Westchester, 2,200 youngsters were placed in jobs; they had total earnings of more than $250,000. In 1965 in the same district, 3,648 placements of young men and women were made; it is estimated that they earned over $600,000.

Our plan to institute similar campaigns throughout the State includes a major effort in New York City. Through these activities we hope to minimize teenage disturbances by keeping boys and girls gainfully employed and to help those youngsters who need summer employment for funds to return to school in the fall. Still others will benefit from the summer experience by developing work habits that will enable them to obtain more permanent jobs later on.

I HOPE this conference will place major emphasis on creative ideas and fresh thought. All these things the State is doing now are important at this conference to the extent that they stimulate our thinking in developing manpower policies for the future.

I look forward with intense interest to the findings of the panel discussions:

—On training the disadvantaged.

—On meeting technical and professional manpower demands.

—On occupational training for production and service workers.

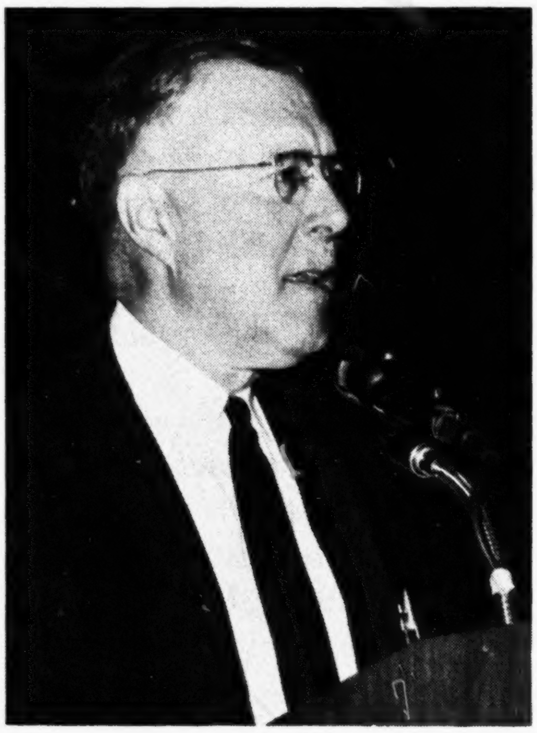
—On how to promote labor mobility so the public employment service can do a better job of matching jobs and workers.

—And on what the future holds for us in the manpower field.

Thank you again for your most valuable participation.

A SURVEY OF MANPOWER TRAINING IN THIS STATE TODAY

Address by M. P. Catherwood, New York State Industrial Commissioner



M. P. CATHERWOOD

AS WE GET INTO THIS CONFERENCE I think it would be well to have in mind a few elements of background as they relate to the evolution of a more positive manpower policy in the State and in the nation, particularly in the area of education and training.

In this connection reference needs to be made to the Federal Employment Act of 1946, in which the objective of full employment was enunciated. And while this objective has not been fully achieved, this goal is a basic ingredient of our public policy.

Subsequent steps, particularly as they have related to training, have included the Federal Manpower and Training Act of 1962 and the Federal Vocational Education Act of 1963. I am sure that my colleague, Commissioner Allen, will have more to say concerning the Federal Vocational Education Act.

In addition, one cannot ignore the increasing recognition on the part of the federal government and by the states, in recent years, of the basic importance of higher education as a critical feature of our whole system of manpower education and development.

HISTORICALLY, for explainable reasons, New York lagged in its support for higher education. But in no other state in the nation, during recent years, has there been the increase in support and facilities for higher education such as has been provided under the leadership of Governor Nelson Rockefeller. This aspect of manpower training and manpower education will, of course, be developed further by President Samuel Gould of the State University.

There have, of course, been many other important contributions, federal and State, toward the development of a positive modern manpower policy. In spite of certain confusions and uncertainties, the federal anti-poverty program has been important in the recognition of problems and in constructive achievements in some fields

—for example, the "Head Start" program.

Manpower training over the years has included a major element of employer participation, particularly in on-the-job training and apprentice training. In fact, most training outside formal educational institutions has been carried on by employers either through planned programs or through the informal processes of learning on the job. Employes, through collective bargaining contracts and through membership on local joint apprenticeship committees, have played their role. But, without minimizing the important role of both employers and employes, the major new thrust in manpower training during recent years has been provided by government—federal, state, and local.

The problem is not exclusively a federal one, and not all of the answers can be provided by the federal government. The identification of a positive policy and its efficient administration can be achieved only by major and increased participation by the states and the local communities. In this regard, few, if any, other states have made more progress than New York State. But in no other state is there as much recognition of work still to be done. This is basically the reason for this conference.

TIME does not permit discussion of the many individual steps the State of New York has taken in relation to manpower training, but I will mention a few of particular interest to the Department of Labor.

1—In 1960, the Unemployment Insurance Law was amended to provide that persons drawing unemployment insurance benefits for whom no jobs were available, could take approved training programs without loss of unemployment insurance benefits.

2—In 1961, Governor Nelson Rockefeller appointed a Committee of Youth and Work. This has been an active committee which has encouraged the development on a statewide basis of some of the more constructive efforts in communities throughout the State to keep youth in school, to provide part-time jobs for youth in school, and to provide assistance of the type which is now reflected through the Youth Opportunity Centers.

3—In 1962, a Division of Manpower was created in the Department of Labor which sponsors training such as in the fields of apprenticeship and on-the-job training, and seeks to help face up to the total problems of manpower.

4—An Office of Manpower Development and Training was created in the Division of Employment to administer the Labor Department's responsibilities under the institutional phase of the Manpower Development and Training Act.

5—In 1962, by action of the Governor, the Interdepartmental Committee on Manpower was created. It includes representation from agencies such as the Education Department, the Department of Labor, the Department of Social Welfare, the Department of Agriculture and Markets, the Department of Commerce, the Division for Youth, and the Office of Economic Opportunity. It meets quarterly to provide a clearing house of information among the State agencies involved.

6—The Governor's Advisory Council on Manpower Training was created in 1963, and is the sponsor of this conference.

7—And as the Governor has already mentioned, very recently the Legislature's share of the lawmaking process has been completed—and as the Governor has indicated, he will complete this process here in Buffalo—in connection with the enactment of the State Manpower Training Act, which will permit broadening of the State program within the limits of such funds as are available.

Many other steps have been taken, but these are illustrative.

In considering manpower training in New York, it may be helpful to do so within the framework of our manpower resources.

In round numbers, the over-all population of the State is approximately 18 million. We have about eight million persons in or closely related to the job market. In addition, we have some six million youths who are not in the labor force, primarily because they are either in school or are of pre-school age, and some two million housewives and two million elderly persons who are not in the labor force.

SOME 7,500,000 are employed. New York has shared in the national trend in accordance with which there has been a relative decline in the proportion of employment in production jobs—factory, mining, construction and agricultural—and an increase in the proportion of jobs in the non-production category, including wholesale and retail trade, government, education, finance, cultural activities and services.

The unemployed in New York include a large proportion of seasonally unemployed individuals. The number of unemployed, as the term is defined for federal and State reporting purposes, varied on a monthly basis in 1965 from a high of 430,000 (5.6 per cent) in January to a low of 305,000 (3.8 per cent) in October. The total unemployment figure for April 1966 was 325,000 or 4.1 per cent in comparison with 380,000 or 4.9 per cent for the same month a year earlier.

The figure for total unemployment includes fragments of long-term unemployment in some areas and in some occupations which, for a variety of reasons, have been hard hit and which have not fully shared in the over-all improved labor market conditions.

We have some 60,000 to 70,000 youths who drop out of school without completing high school each year. This provides a very important sector—particularly in the age group 18 to 22—where there is frequently a minimum of qualification for entrance into the job market, under circumstances where education and training are increasingly necessary. This group of dropouts constitutes a large part of the total problem. They are the beneficiaries of a multitude of different programs. This is one of the areas in which important duplications, overlappings and gaps exist. The problem of assisting this group requires the very best attention that all of us can give to it.

THE Department of Labor promotes and encourages the development of apprenticeship training and encourages the local apprenticeship committees to comply with the standards established by the New York State Apprenticeship Council. We have at any one time a registration of something over 20,000 apprentices in this State, and the registration of new apprentices per year usually runs between 5,000 and some 6,500 or 7,000 individuals.

This is one of the areas in which there is not a great deal of federal or State financial support. One of the areas of such support, however, is that under the federally financed on-the-job training programs there is now opportunity, in some instances, to provide on-the-job training in connection with the first year of apprenticeship training. The State also contributes to apprenticeship training through its system of state aid for local school districts that provide the related instruction, which is an important adjunct to on-the-job work by apprentices.

Among the items of future business is determining the extent to which the State of New York or the federal government should make increased funds available to encourage an expansion of apprenticeship training.

PROVISION was made under the Federal Manpower Development and Training Act to meet training costs in connection with approved on-the-job training programs. As the Governor has indicated, this is being stepped up very rapidly. It is expected that some $13 million will be available for on-the-job training for 13,700 youths and adults next year. About one-half of the trainees will be handled entirely by the federal government, primarily through their national contract on-the-job programs and their arrangements for on-the-job training through community agencies.

The State Department of Labor will be handling about $7 million designed to provide training costs, but no allowances, in connection with the on-the-job training of some 6,500 individuals.

The job market is tight enough that there should be no significant problem in arranging appropriate contracts with employers for such training. The real question will be the extent to which qualified trainees can be recruited.

A major part of the emphasis will be on providing on-the-job training opportunities for disadvantaged youth. This will necessitate, in some instances, the coupling of institutional-type training to on-the-job training to improve the basic education of the disadvantaged youth and to qualify them for on-the-job training.

The major increase in emphasis in on-the-job training for 1966-67 represents something like a threefold increase over the past year. Accordingly, less MDTA appropriations will be available for institutional-type programs.

MDTA funds for institutional training—so called because the training is in educational institutions—first became available in the fall of 1962. In the three and one-half year period up to the present time, New York State has received some $75.3 million of federal funds for the training of some 43,200 individuals.

The New York State Department of Labor, through the Division of Employment, is responsible for identifying occupations in communities throughout the State in which there is a need for employes, in which it is feasible to train for such employment, and for which trainees are available.

The New York State Department of Education with local school districts and with private vocational schools of the State, is responsible for developing training course outlines, obtaining equipment and facilities, employing teachers, and conducting the training.

The Employment Service refers trainees to each local program, pays training allowances to the individuals who qualify for them, and helps in placement in jobs after the completion of the program.

For the ensuing fiscal year 1966-67, we expect some $20 million to be available under the Manpower Development and Training Act for the institutional training of some 8,300 individuals. In addition to the regular allocation provided by the federal government, New York State received an extra dividend of some $13 million as we had approved projects waiting for funds not fully utilized by other states. The cost per trainee increases as increased emphasis is placed on the training of the disadvantaged, many of whom have to be given substantial basic education as a foundation for vocationally-oriented training.

As in connection with on-the-job training, there will be no major difficulty in identifying occupations in which there are employment opportunities for qualified individuals. We expect to be able to obtain qualified trainees.

ONE of the exciting developments in this whole process of aid to youth has been the development of Youth Opportunity Centers, of which we have 11 in New York State—four in New York City and one each in Buffalo, Rochester, Utica, Binghamton, Albany, Westchester, and Long Island. In these 11 centers we have some 500 members of the professional staff of the Division of Employment trying to provide a comprehensive set of services for youth. They work closely with the school system in connection with summer jobs for youth. By obtaining part-time jobs for youth they aid the school system in their attempts to keep youth in school. On the completion of their high school work—or when they drop out—they refer youth to training opportunities, provide counseling and testing, and in general aid them in their transition to the labor force.

One of the problems to be worked out for the future is whether the Youth Opportunity Center type of approach should be extended to the medium-sized or smaller community, or whether other devices should be used to focus assistance to youth in these areas.

The Economic Opportunity Act, under the federal anti-poverty program, supports a wide variety of activities which differ widely from community to community and in accordance with the ideas and qualifications of the agency or organization administering the funds.

The New York State Labor Department does not share in Economic Opportunity Act training funds except in special situations as, for example, through our administration of a Neighborhood Youth Corps program under which some 700 youths receive allowances and an opportunity to gain work experience in the Department of Labor.

THE various programs supported under the Economic Opportunity Act, however, include a number of training opportunities. I have no data concerning the magnitude of most such programs within the State of New York, but reference may be made to the following:

The Job Corps provides training and work opportunities in centers located in various parts of the country. Some 3,100 of the trainees have come from New York.

The Neighborhood Youth Corps, although not created primarily for training, does provide various work opportunities and with various aspects of training.

A basic education program for adults is financed by the Economic Opportunity Act funds and administered by the New York State Department of Education.

Training for heads of households on the welfare rolls is administered through the State Department of Social Welfare with Economic Opportunity funds.

In some communities, community-action programs include various types of education or training, including the Head Start program.

In varying degrees, the Employment Service of the New York State Department of Labor, however, has been used in the selection, referral, and follow-up of individuals for these programs, and has been reimbursed from Economic Opportunity Act funds. The organization of the programs supported by the Economic Opportunity Act funds, however, has in some cases been such as to encourage duplication of services rather than utilization of the existing Employment Service facilities.

THE goals of many of the important current programs will not be fully served by a host of specialized training programs and facilities designed to serve specific social groups or economically troubled areas. Rather, the great bulk of the education and training responsibility will have to be borne by traditional institutions such as our system of free public education, our employer training programs, our public employment system, our private schools and colleges, and our State and City Universities, including the community colleges and technical institutes.

The primary financing and control of our public school system, including vocational education, and of our system of higher education is provided through New York State and its localities. In these areas of education and training, the

Herbert W. Crispell, executive deputy industrial commissioner in the State Labor Department, renews acquaintance with Edward A. Rath, right, at conference.

State has the primary role and the federal government is now providing some supplementary financing. In most of the special types of training, however, as, for example, under MDTA and EOA, the primary financial support and control has come from the federal government.

The large degree of federal financing and control of special training programs raises two related issues:

First, how to obtain sound over-all training programs in the face of the present fragmentized system which creates gaps and inefficiencies. It is encouraging that increased efforts are being made by the federal and State Departments of Labor to visualize an over-all State plan for manpower training.

Second, the degree to which New York State and its localities must provide financial support in order to get the necessary type and scope of training required. This matter is not an academic one. Governor Rockefeller recognizes this and has proposed this year to the Legislature that $3 million be appropriated from State funds—and that $2 million be utilized from existing State funds—to supplement and fill in gaps in these programs.

The overriding impression I have received from participating in the problems of manpower training in New York is the dual importance of such training to individuals and to the economic welfare of the State. In such training, we have the opportunity not only to help the unemployed, the underemployed and the nonemployed, but also to add significantly to the economic resources of the State.

Ladies and gentlemen, we appreciate your participation in this conference as a means to help in the achievement of these objectives.

Thank you.

THE TRAINED CITIZEN AS A RESOURCE

Address by Samuel B. Gould, President, State University of New York

I APPRECIATE VERY MUCH INDEED the opportunity to be a part of this panel and this conference devoted to manpower training. Governor Rockefeller, in calling such a conference, has exhibited in still another way his awareness of the State's needs and his sensitivity to the urgency of the manpower demands now facing us.

Great states have great problems to match their opportunities and their resources. And in the ways they solve these problems they make dramatically clear why they are great.

No state in the Union is greater than our own Empire State. It has the largest and most diversified labor force and is the primary industrial State in the nation. It has the largest city, the busiest seaports, the greatest number of industries, the finest transportation network and the most highly developed financial and cultural resources. We would be less than human if we were not proud of all this and if we did not feel a warm glow of satisfaction as we realized what New York has achieved. Through its rare combination of business and industrial leadership, its intellectual, artistic and cultural awareness, and the encouragement and assistance by its leaders in government, it has set a pattern for others to emulate. These forces together have brought us where we are; these same forces working in unison must now deal with the problems accompanying our progress. And they must deal with them with the same boldness and the same broadly imaginative skill and judgment that have always been the forerunners to achievement in New York.

TODAY we are concerning ourselves with what we have learned over the years to recognize as our greatest resource: The people who live within our borders, people of all ages and conditions. And a large part of this concern centers

Dr. Samuel B. Gould, president of the State University of New York, addresses opening general session of the Governor's Conference on Manpower Training. Dr. Gould discussed "The Trained Citizen as a Resource."

around what can be done for them through education. It is clear to us all that we must find ways to develop and strengthen such a human resource to its fullest.

Secretary of Labor Wirtz in his 1966 Manpower Training Report reminds us of the nature of our educational and training task. He says, "The matching of men and jobs is still an imperfect process because there is always a disparity between the requirements of jobs and the qualifications of jobseekers. As a result, labor shortages exist while at the same time workers are looking for jobs but are unable to find employment."

The new education laws enacted by the Congress and the reorganization of the U.S. Office of Education underline the recognition nationally of how urgent is the need to develop human resources. Massive federal assistance is now finding its way into programs designed to support the demand for education at all levels.

But quite apart from this federal aid New York has its own specific task of organizing so as to conserve and develop its own manpower. The competition for all available manpower is growing stronger, and we must not only apply ourselves to educating and training all our young people; we must also do everything possible to keep them from straying away.

FROM the standpoint of those of us in higher education, there are two areas where action must be steady and swift and massive. These two are:

1—The provision of higher education of all types and at all levels for college-age men and women who can benefit from it.

2—The development of a broad and comprehensive system of continuing education for adults to create skilled manpower where it has not existed before and to bring up to date the skills of those who are already employed. I should like to discuss both these areas with you.

Great progress is being made in the development of educational opportunities for the young people of our State but great problems still exist. For many years there has been an outflow of our manpower potential. Last year, for example, there was a net migration of 36,000 college students from New York to other states, and since these students were in the main very highly qualified, this made the situation even more unfortunate. It is our task, of course, to change this figure to a net gain rather than a net loss, and while this will not take place within a year or so, it will certainly take place over the next decade.

We are in a state where private higher education has traditionally been dominant and still remains so. We are the last state in the Union to create a state university. At the present time the ratio between private and public higher education is 52 to 48. But the private institutions find it extremely difficult to grow large enough and at a rapid enough rate to cope with the increasing demands. Nor indeed, to a lesser extent, are the public institutions able to do so.

By 1970, after private institutions have taken all the students they can accommodate and after the two public institutions (State University of New York and City University) have done likewise, it is estimated that there will still be up to 180,000 men and women of college age who cannot be cared for. And if we make the reasonable assumption that 40 per cent of these young people will actually wish to attend college, the scope of our problem becomes clear.

ANOTHER fact, perhaps equally startling, is that by 1985 the current ratio between public and private higher education will have changed radically and at least 75 per cent of all students will be attending public institutions of learning. The State University alone, which presently has more than 107,000 fulltime students, will probably have an enrollment of 184,000 by 1970 and 260,000 by 1974. It is estimated that by 1980 some 600,000 students will be enrolled in the public and private institutions in New York State.

It is obvious from these statistics that we are faced with herculean tasks. But we must also be determined to provide excellence at the same time that we deal with these huge numbers of students. If the individual aspirations of the citizens of New York State are to be met, we must make sure that every student capable of completing a program of higher education shall have the opportunity to do so and shall be given an education which is of truly high quality. And if the economy of the State is to be kept viable, we must make sure that there is a continuous supply of educated manpower.

NATIONALLY, during 1965 total manufacturing employment passed the previous 1943 wartime high. The 1965 total, however, was made up of about two million more white-collar jobs and two million fewer blue-collar jobs than in 1943, when the total was about the same. Although the mix of manufacturing jobs in New York State differs considerably from that of the nation, these same trends are apparent.

This great change in jobs can be related analytically to the nature of the new technology, including automation. With these new techniques the need for direct labor in the production process can be reduced, and the requirements rise for high-talent manpower—mainly white-collar—to perform a different kind of labor, a more indirect kind, that of planning, designing, programming and overseeing the new production systems.

Thus the demand for the technically trained will continue to increase. There are now more than 175,000 practicing physicians, architects, engineers, scientists and mathematicians employed in New York State. In addition, there are about 150,000 technicians. But there is presently a shortage of engineers and scientists, an ever-growing shortage of workers in the medical field, and an insufficient number of technicians generally. Thousands of new specialists in these fields must be graduated every year merely to maintain the work force at its present level. The needs for professional and technical personnel in other fields are equally pressing.

ALTHOUGH much still remains to be done, substantial progress is being made toward meeting New York State needs for educated manpower. The responsibility accepted by State University, City University and the other institutions of higher learning of the State has reduced the gap between facilities and needs, and this gap will be reduced even more in the future.

For example, State University is in the process at the present time of seeking to identify those areas in which additional schools and programs are required to produce needed specialists, both professional and technical. As these are identified and the number of required personnel is determined, all our institutions of higher learning will make a maximum effort to see that New York State has an adequate supply of professional and technical manpower at the entry level.

But even if the joint efforts of public and private institutions of higher learning in the State are successful in providing an adequate supply of this professional and technical manpower at the entry level, only part of the problem will be met.

An official of the Westinghouse Corporation recently emphasized the continuing need for updating the engineer, when he pointed out that the engineering graduate of today has a "half-life" of about 10 years. That is, about half of what he knows now will be obsolete in 10 years, and half of what he needs to know in 10 years is not available to him today.

TO put it another way, today's knowledge explosion is such that merely receiving a degree provides no assurance that an individual, particularly in a professional or a technical field, will be able to keep abreast of developing knowledge in his particular field of competence. What is true of the engineer is equally the case for those in the health and other sciences, as well as in other professional fields.

For example, the knowledge explosion in the medical and other health sciences in recent years has been as spectacular as in any field. The problem faced by the nearly 30,000 practicing physicians in New York State in keeping abreast of these developments is an exceedingly difficult one. There are literally thousands of articles and other relevant material published in one form or another. The individual physician does not have access to a fraction of what is published and does not have time to digest the bales of material which do come to his attention through the mails or otherwise. Thus, new methods and techniques for continuing education in the medical and other health sciences must be developed. This problem is perhaps even more acute in paramedical fields.

These are only two of many examples which could be cited to indicate areas in which all institutions of higher learning, both public and private, will be called upon to do more in the future than they have done in the past. In short it must be recognized that the educational process can no longer end with the achievement of an initial degree, at whatever level. In reality, of course, this never was the case. Those who have progressed in our society have continued to learn after the end of their formal education, whether by experience, osmosis or some more or less formal means. But the tempo of technological and social change has quickened to the point where we can no longer depend upon sporadic and unorganized approaches.

IT is important for us to realize that those parts of the nation where the resources of institutions of higher learning are brought to bear upon the problem of keeping the work force viable, particularly the key segment represented by professionals and technicians, will remain competitive. Those parts of the country in which this is not done will fall behind in terms of economic growth.

The rise of the community college movement in New York State is an important factor in our problem of meeting the needs for technicians and other manpower resources. More and more these two-year colleges are taking on the responsibility for all kinds of programs in technology. Their curricula are being broadened year by year, and they are becoming one of the most vital factors in the development of manpower for our State. The encouragement of the community college in New York State is, therefore, one of the planning elements for the future which should be given high priority. It should be borne in mind that the community college serves a role not only for the young man and woman just entering a career, but also as the means by which people have refresher courses of all types and keep up to date in their particular technical or professional vocation.

DURING the past two or three years, economic growth in the nation and in the State apparently has been great enough to provide employment opportunities for the increasingly large number of new entrants into the labor force, in spite of technical advances which have brought about substantial increases in productivity. Our economy in general has changed from a situation of labor surplus to one in which labor shortages are becoming more characteristic. As a result, concern for those displaced by technological changes is not so immediate as it was in the first two years of this decade. Thus institutions of higher education have played rather a minimal role in those programs created to train or retrain workers whose skills have become obsolete or whose skills were initially inadequate. But as the new technology develops, whether it be automation or cybernetics or whatever else, it will affect not only those with inadequate or obsolete skills but also the culturally privileged who until now have largely been immune from the effects of technological change because of their educational background.

In an economy such as ours, jobs are lost because of changes in product demand, changes in consumer taste, foreign competition, changes in technology and for many other reasons In 1964, nationally, some 14 million workers became unemployed for longer or shorter period. Economists cannot yet provide the answer to the question of how many were technologically displaced. But even if quantitative answers are lacking, it can be said with some assurance that these trends will have more impact upon the educationally privileged in the future than in the past. As programs are developed to deal with this emerging phase of technological unemployment, institutions of higher education will be called upon to play a much larger role than has been the case with training programs currently in effect.

THE proportion of Americans involved in production jobs was actually about the same in 1900 as in 1960—37 per cent as against 39 per cent. Leaving depression and other economic crises aside, one might argue that this demonstrates a remarkable ability to absorb technological change in a gradual manner.

But there is one significant detail to be added: During this period there was a one-third reduction in the number of hours worked. This social response, which came as a result of bitter and protracted struggles, may have been one of the means through which some chronic, mass unemployment has been avoided in the face of steady increases in productivity. More important, however, is the fact that it also has been one of the most significant social determinants in American society. It resulted in a vast increase in leisure, which in turn was a factor in creating not only a leisure industry but also a leisure problem. All signs point to a continuance of this trend. The impact upon education has been considerable and it will continue to be so.

As more and more of our citizens become cognizant of the role that education plays in our society, their desire and willingness to seek education above and beyond their initial objectives and achievements will grow. This will increase the demands being made not only upon State University but upon all institutions of higher education to develop meaningful programs to meet the vocational, cultural and personal needs of the increased thousands who will seek additional education of one kind or another.

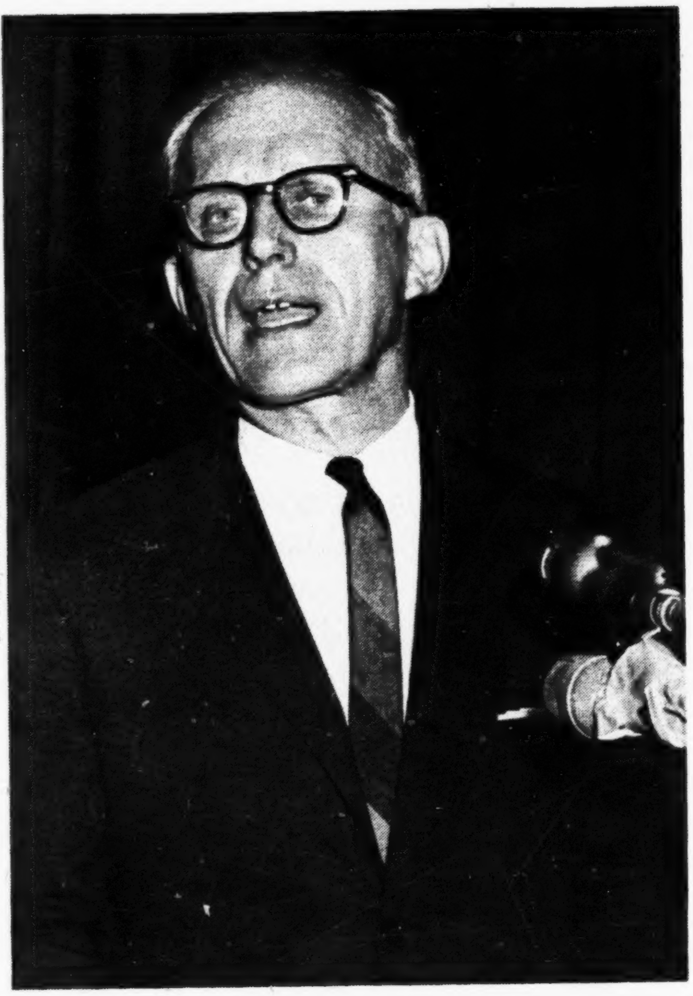
IF the educated manpower resources of New York State are to remain adequate and to grow in a manner which will support required economic growth, colleges and universities, both public and private, must continue to stress excellence against a background of an accelerated pace of human events, an explosion of knowledge, a surge of population, and an almost unbelievable breakthrough in science and technology. They must seek to provide the best education possible in the face of increasing enrollments; they must provide programs which will keep the professional and technical components of the work force abreast of new knowledge and new developments; they must create programs to meet the continuing education needs of the segment of society which will increasingly have the time and the resources to utilize them.

Let me assure you that State University and all other institutions of higher learning look upon this responsibility with the utmost seriousness. We are resolved to do all in our power to help wherever we can in the process of keeping our State in the economic forefront of this country and of assisting our citizens to more productive and meaningful lives.

NEW OPPORTUNITIES IN VOCATIONAL EDUCATION

Address by James E. Allen, Jr.,

New York State Education Commissioner



JAMES E. ALLEN JR.

I WELCOME THIS OPPORTUNITY TO join Governor Rockefeller and my colleagues on this panel in considering how the State of New York can strengthen its efforts in meeting the manpower needs of society in this fast moving era in our history.

In calling this conference the Governor has again revealed his sensitivity to the needs of our State and his readiness and willingness to take affirmative action. As Commissioner of Education I am grateful for his continuing understanding and strong support of all aspects of our educational system.

A new era in vocational education is upon us as we attempt to bring our programs in closer accord with the new demands created by technological advance and automation. Even a new name—occupational education—has come into use in order to describe better the broader scope and character that are now envisioned for this important aspect of the curriculum.

THE general problems in this field are too well known to this audience to require restatement by me, but we all recognize that meeting the manpower needs of the future will require a different approach than has heretofore been employed.

For some time the State Education Department has been reviewing past practices in occupational education and analyzing employment trends and requirements with a view to reshaping State policies and plans.

Our basic goal is, of course, the equalization of opportunity for occupational education. Although progress has been made toward the attainment of this goal, the intensified attention being given to occupational education is emphasizing the fact that for too many of our citizens there is not only a lack of equality of opportunity, but little or no opportunity at all.

Beginning in 1960, a series of county and multi-county studies was undertaken by the Education Department to determine the availability and the need for occupational education programs. These studies have now been completed and the reports published. They reveal a need for not only more occupational education programs, but for a greater variety. These studies also indicate clearly that many of the needed programs cannot be offered economically or efficiently where secondary schools and local school districts are small.

FOR some time it has been clear that in order to provide comprehensive instructional programs and to utilize space, facilities and expensive equipment to the best advantage, it will be necessary in many parts of our State to create a larger administrative unit, bringing students together from several neighboring school districts.

To provide this larger administrative unit, the Education Department has proposed legislation that would enable two or more Boards of Cooperative Educational Services, sometimes referred to as shared services boards, to be consolidated into one larger unit which we call an Area Center for Cooperative Educational Services.

This legislation is a "must" if we are to provide the kind of new area vocational and technical education centers that will make our small rural secondary schools more nearly comprehensive and enable them to offer the required variety and quality of occupational education. Governor Rockefeller has given sponsorship and strong support to this proposal and it is hoped that nothing will prevent its enactment during the current session of the Legislature.

OUTSIDE of the major urban centers, present plans call for the development of about 51 area programs, each one to serve the occupational education needs of several component school districts. A special feature of the ACCES bill is the enabling provision which will make possible the acquisition of land and the building of additional facilities where needed, using the resources of the State Dormitory Authority.

At present there are 21 area occupational programs operating under the supervision of Boards of Cooperative Educational Services in rented facilities. It is anticipated that 16 additional area programs will be ready to begin by this September. Present projections indicate that an additional 14 will be ready to get underway by September 1967.

These programs, in addition to those offered in our major cities, will make training and retraining reasonably accessible to persons in all sections of the State.

In accomplishing this we shall be correcting one of the most serious defects of our present system, for it is unfortunately true that the availability of different types of occupational education programs varies considerably according to geographical location.

THE discrepancy in accessibility of programs ranges from the omnipresence of training opportunities for clerical and stenographic jobs to a sparsity of offerings in technical and health fields that leaves the students in 41 counties of the State with no opportunities for adequate instruction in technical occupations and those in 43 counties lacking health programs, thus handicapping thousands of students who wish to prepare for the many well-paid occupations in these fields where there is a strong employment demand. Even in the preparation for trade and industrial occupations—the more traditional type of vocational education—there are 17 counties in the State where no opportunities are available at the secondary school level.

But tremendous advance is now possible and with the enactment of the Federal Vocational Act of 1963 new directions, new dimensions in this field can be realized. This Act requires that all persons "will have ready access to vocational training or retraining . . . of high quality . . . realistic . . . and suited to their needs, interests, and ability to benefit . . . in all parts of the state."

Those who framed this new federal act were wise enough to recognize that no single type of institution can satisfy the unmet needs in terms of the scope and variety required. Thus the law provides aid for programs at the secondary school level, including departments in comprehensive high schools and specialized skill centers and area vocational schools such as those envisioned in our plans for Area Centers for Cooperative Educational Services. Schools may also be designed to serve those who have completed or left high school, thus falling into a level that is neither secondary nor collegiate.

THE 1963 law also extends eligibility for federal vocational aid to community colleges and other post-secondary institutions offering programs leading to immediate employment. In the last two years a total of $3.3 million of federal funds has been allocated to the community colleges by the State Education Department, most of which has been for equipment for new courses.

Thus the new federal act opens wide the opportunities for planning and developing new and improved occupational education programs suited to the needs and resources of these times.

The outlook is indeed optimistic, but if full benefit is to be obtained from the new interest and the new resources that are now being accorded, two principles must prevail. These are comprehensiveness and cooperation.

It has always been a concern in educational planning to avoid a separation of vocational and general education. Not only is there a need for general education on the part of the student whose primary objective is preparation for an immediate job, but there is also a need for vocational education opportunities not requiring the choice of a complete sequence for students engaged in general studies.

A CLOSE relationship between vocational and general education is of even greater concern now when we recognize that education for employment in a complex technological society is a lifelong process. Many people will change jobs during a working lifetime. Some people will have to be retrained for new jobs several times during their wage-earning years. Because we are rapidly becoming a mobile society, we must prepare people for a wide range of career opportunities that may exist anywhere in the State, nation or world.

All of this emphasizes the importance of the basic purpose of education—the development of the ability to think, to reason. A narrow occupational training can deny a student the learning that will enable him to acquire new skills—the learning that will serve as a foundation for the ready understanding and assimilation of the new ideas and knowledge necessary for adjustment and adaptation to changing occupations.

Beyond even this in importance, however, is the need for the development of judgment and an understanding of the social and political issues that are the products of general education.

THERE is, therefore, I believe, excellent reason to provide secondary level occupational education, wherever and insofar as possible, in the structure of the comprehensive high school. Where this cannot be done, provision must be made for general education of a kind and quality that will have relevance and meaning for the students involved. This will be a prime consideration in the administration of the ACCES program.

In the current situation many factors tend to operate for a separation of vocational and general education. These must be counteracted and strong resistance must be exerted to thwart any trends which would narrow the educational opportunities of thousands of students, leaving them perhaps adequately prepared for a particular occupation, but inadequately prepared to relate their work to the world in which they live or to adapt to the demands of the rapid change in the nature of the work to be performed.

The need for cooperation is obvious as occupational education is not only a part of the whole educational system but also a concern and responsibility of many other agencies of government and of business and industry.

WITHIN the educational system the most pressing need is for a closer coordination of effort at the secondary and post-secondary levels. Joint curriculum planning is imperative to avoid duplication and overlapping. Graduates of occupational education programs at the secondary level should be able to continue their education at the post-secondary level without loss of valuable time or effort. They should not have to repeat the same content in college. They should be permitted to advance as fast as they can whether at the secondary or post-secondary school level.

The increasing complexity of some occupations, particularly in the fields of science and technology, creates problems for both secondary and post-secondary institutions. Not all high school students will be able to attend college and much of the preparatory training for entry jobs in science and technology, as well as other fields, will have to be given at the post-secondary level. The junior and community colleges will have to assume an increasingly greater degree of responsibility for this specialized occupational education. Right now, however, many of these institutions do not have enough space to accommodate all those who would like to enter. This creates a situation that calls for developing programs at both levels in order to provide the needed training in a variety of occupations.

THERE is also a need for cooperative action and understanding in the area of occupational guidance and counseling. This service is, of course, not limited to the schools and colleges but they have a special obligation to carry out this function wisely if occupational education is to be available to all who desire and need it and at the same time limited to those who can profit from it. Realistic individual and group guidance services on a much broader scale than ever before are now called for as more, and more varied, opportunities are made available.

The education of the professional personnel that will be needed to staff the new and emerging occupational education programs is another area that calls for joint action. The State Education Department as well as the colleges and universities must be concerned here, working together to assess needs and provide appropriate programs in sufficient quantity in the proper locations.

An example of cooperative effort now being made to improve occupational education is the series of eight statewide conferences presently being sponsored by the State Education Department and the State University. These conferences have been designed to effect better articulation between secondary school occupational education programs and those advanced programs offered in the community colleges. They are bringing together local school and community college administrators and other interested persons throughout the State, and will result, I am sure, in more effective use of the available resources.

OUTSIDE of the school system the need for cooperation is just as pressing and perhaps even more difficult. So many agencies are involved at both the State and the federal level—the Department of Labor, the Department of Commerce, the Department of Health and so forth—all playing an important role in providing education for employment. Business, industry and labor are also, of course, directly involved. How successful cooperation can be is illustrated by the coordination of the efforts of the Division of Employment of the Department of Labor and the State Education Department in providing manpower training under the Federal Manpower Development and Training Act. Many persons who otherwise would likely still be unemployed are now working at interesting and remunerative jobs because of the innovations introduced through this MDTA program.

The effective coordination of all the many programs of all these many agencies is a complex task but as more emphasis is given to occupational education, so more emphasis will have to be placed upon this coordination and cooperation if all the resources of the State are to be utilized effectively and economically. This conference is an excellent example of a practical means of encouraging cooperation.

The effective and economical utilization of resources is the primary goal of the planning of the State Board of Regents, which, as you know, is designated by law as the State Board for Vocational Education, thus bearing responsibility for the provision of opportunity. In preparing plans and policies for the new era in occupational education, the Regents have called upon not only the staff of the Department but also numerous authorities and specialists within and without the State representing labor, industry and government as well as all levels of education.

IN setting up and approving programs, in establishing ACCES Boards, in coordinating federal and State programs, the primary concern will be to see that the proper agency is entrusted with that part of the task most appropriate to its capabilities, that opportunities are strategically and realistically located, and that effort is not wasted in repetitive or outmoded programs unsuited both to the need and to the opportunities inherent in providing the manpower training that will be required for continued growth and expansion of our economy and the employment of our millions of workers.

In calling this a new era in occupational education I have not intended to minimize the problems. Always there is the difficult task of maintaining and improving the quality of the programs in this field. Essential is continuous evaluation and adjustment. As new conditions arise and as new techniques and processes are developed, the educational programs must be adjusted quickly to reflect changing needs, and there must be a willingness to consider and incorporate promising innovation.

THERE is also the formidable problem of finding the best ways to provide occupational education in the large cities. These larger cities have special problems that are extremely complex, and solutions that work well in one city may not work well in another. The policy decisions being made in these cities are of the most serious import as they will concern the employment needs of more than half of the students who attend schools in these cities.

Our cities will, of course, be aided by the Federal Vocational Act, and we at the state level are seeking ways of assisting them in the solutions of the problems of employment education, knowing that success in finding solutions here will be one of the most effective means of contributing to the solution of the overall problems of the cities.

But regardless of problems, I believe the optimism expressed earlier in relation to the future of occupational education in our State is well justified. New resources, new opportunities, more positive attitudes now exist and with due attention to the two principles of adherence to a comprehensive approach and an increasing emphasis on cooperative effort, I believe we shall see progress of a scope that will enable us to meet our manpower needs and bring us closer to our goal of full employment for all our people.

THE CANADIAN DIRECTION

Luncheon Session

THURSDAY, JUNE 2, 1966

PRESIDING: **ROBERT D. HELSBY**
Executive Dean for Continuing Education
State University of New York

SPEAKER: **L. R. PETERSON**
Minister of Labour and Education
British Columbia

Exchanging pleasantries at the manpower training conference are, from the left, State Deputy Industrial Commissioner Nicholas Valentine Jr.; L. R. Peterson, Q.C., minister of labor and education, British Columbia; Dr. Robert D. Helsby, executive dean for continuing education, State University of New York; Industrial Commissioner M. P. Catherwood; Herbert W. Crispell, of New York State Labor Department.

An intent audience listens as L. R. Peterson, minister of labor and education of British Columbia, addresses a luncheon at the Governor's Conference on Manpower Training.

THE CANADIAN DIRECTION

Address by L. R. Peterson, Minister of Labor and Education, British Columbia

AS THE ONLY CANADIAN ON THE Governor's Conference program, a signal honor for which I am deeply grateful, it will be my purpose to try and acquaint you in general terms with the Canadian direction in manpower training. I know that you have some curiosity about what is going on in Canada—I am a bit curious about it at times myself. You will appreciate that the picture I am about to outline is seen through the eyes of only one of the 10 provinces, but the pattern is fundamentally the same throughout Canada.

The adequacy of any manpower training program must be judged in the light of economic and social conditions of the jurisdiction and the people it is designed to serve. In this respect I should remind you that Canada, in contrast with the United States, is a younger country, both in terms of nationhood and economic advancement. In 1866, just 100 years ago, what is now British Columbia existed only as two sparsely settled colonies of the British Crown. In that year, largely for reasons of economy and partially to strengthen their position against any possible territorial encroachments from the south, they united, and the province which I represent was born.

NEXT year marks the centenary of the Confederation of Canada into a nation, although it was not until 1871 that British Columbia entered Confederation. While we are still one of the most sparsely populated regions in the world, and do not enjoy the degree of industrialization that is apparent in your country, I believe it is fair to say that as Canada and its fifth province—fifth in age but third in population and first in many more important respects—reach the 100-year mark, they find themselves experiencing an unprecedented economic boom. Both the nation and the provinces are trying to take steps necessary to sustain it, most of the time, but not always, with their heads together.

As a person trained in law I can acknowledge that we have a constitutional allocation of powers and functions between the federal and provincial governments. But as a practicing politician I have to admit that sometimes those functions become rather mixed up. Education, for example, is a provincial responsibility under the terms of our constitution, but in recent years the federal government has realized that the effect or failure of education is of national consequence and has, therefore, extended substantial financial assistance in the fields of technical and vocational training and retraining, and in university financing. Both levels of government have their own spheres of direct influence in labor matters, as I believe is the case in the United States. But again, there is some federal-provincial overlap in so far as apprenticeship training—which is a provincial labor responsibility—shares in the federal financial assistance to technical and vocational training.

WE realize in Canada, as I know you do, that a successful manpower development pro-

Dr. Robert D. Helsby presents introductory remarks at opening day luncheon.

gram is entirely dependent on a successful education and training program, and as a result there is close cooperation between provincial departments of labor and departments of education. In British Columbia this cooperation is carried to the limit through the simple expedient of having one elected representative for both departments. I have found over the years in which I have held both portfolios—I am the only minister in Canada to do so—that the arrangement is a very practical one because in respect to manpower, as separate from labor relations, the ultimate aims of the two departments are indivisible.

Similar thinking has been taking place in Ottawa. Only this year the former Federal Department of Labour, which was responsible for labor relations, manpower and the administration of federal-provincial training agreements, has been reorganized into two separate departments. The Labour Department will continue to administer strictly labor affairs and a new Manpower Department will be responsible for immigration, which is closely related to manpower, manpower mobility, and a vocational and technical training agreement by which the federal government assists the provinces financially in this important respect. We in the province are pleased with the arrangement because we hope that the new department will provide better prognostications of the labor market, more advanced research, and closer liaison in many related fields.

THIS is not to suggest that liaison has been all that bad in the past, but only that it can be better. The current federal-provincial agreements which I mentioned were negotiated in 1960 and, with some reservations, are working out quite well. I often elaborate on my reservations at home but will not burden you with them at this time. If, in the time allotted to me today, I am successful in giving you a general impression of the Canadian direction, I will be more than content. The current agreements are designed to meet the unique needs of a nation in transition—which Canada is—from being a volume producer of raw materials and semi-manufactured products to a mass producer of consumer products using all the latest technologies.

Mass production of consumer goods at the moment is confined to a relatively small area of Ontario and Quebec, and we are cognizant of the fact that it must be extended if we expect to sustain our present prosperity, take advantage of the emerging new markets in less developed countries and overcome our traditional imbalance of trade with such nations as yours.

Someone remarked recently that one of the comparatively few fields in which Canada has a favorable trade balance with the United States is in sports. The number of professional hockey players we export to you is greater than the number of professional football players that we import.

British Columbia's minister of labour and education, L. R. Peterson, addresses opening day luncheon. With him at the speaker's table, left to right, are Executive Deputy Herbert Crispell; Commissioner Catherwood (behind Minister Peterson); Dr. Helsby; Deputy Commissioner Valentine.

THE second problem or group of problems which the training agreements were designed to meet involves employment. At the moment we have an acute shortage of skilled labor in almost all fields of industrial and commercial activity, yet we expect that throughout the '60's our labor force will grow faster than that of any other industrially advanced country in the western world. The rate of increase is expected to be nearly 50 per cent greater than yours.

Between 1965 and 1970, we anticipate that a million new people, in a present population of less than 20 million with a labor force of approximately seven million, will be seeking jobs in Canada for the first time. If they are to be employable they must be professionally, technically or vocationally expert enough to fill the new jobs which we trust will be created by new science and technology faster than old jobs become obsolete.

Traditionally, we have considered that the time to provide this training is when a person is young. Over the years we have been conditioned in Canada to the idea that education is for children and young people—that a young person should not leave the school environment until he has acquired all the skills that he will need to meet the challenges of the future. I firmly believe that we can no longer afford to think of education as a terminal thing, and I am happy to say that the traditional school of thought is gradually giving way to the viewpoint that education is a lifelong process.

ONE of the major reasons for this change in thinking is the great social revolution that we are engaged in today in the post-secondary or post-high school area of education. Educational opportunities beyond the high school level are available to adults as well as to students graduating from our secondary schools, and financial assistance is provided to ensure that anyone with the necessary ability can take advantage of these opportunities.

We expect adults who have been out of the school environment for some years to return for upgrading and retraining. For those who do not have the necessary academic qualifications for entry into a post-secondary institution we offer opportunities to obtain the necessary prerequisites through concentrated day or night programs.

The kinds of institutions offering post-secondary training may differ somewhat from province to province because they are designed to meet provincial needs. However, by whatever means they are known, the institutions jointly share the common objective of providing a broad range of training opportunities.

IN institutions that we call regional vocational schools in British Columbia, we provide training in a host of traditional occupations. For the most part these schools, in conjunction with an apprenticeship training program, are designed to meet the demand for skilled tradesmen. These schools are operated by the provincial government rather than the local authorities, which enables us to design training programs in any field where demand exists.

For example we have two great hydro projects presently under way in British Columbia, the Peace River and Columbia River projects. We found ourselves short of diamond drillers so we launched a concentrated training program to meet this shortage. Last year our logging industry, which is our major industry in British Columbia, experienced a shortage of loggers. We now have a six-week training program for loggers, following which they enter the industry as apprentices for a 12-month period.

Technological and technical training, in contrast to vocational training, is available in provincial institutes of technology, and in the technical programs of community colleges. The graduates of these institutions must be knowledgeable and versatile, and able to apply the new scientific developments that are coming now and will come in increasing numbers in the near future from our university graduates. We, of course, continue to look to the universities to give us our leaders in research and in the professions.

In all of these areas federal-provincial co-operation is an important and, in fact, an essential part. Universities receive direct grants from the federal government and the provinces receive grants in respect of vocational schools, institutes of technology and technical programs in community colleges under the provisions of the technical and vocational training agreement.

THIS agreement provides for a cost-sharing program whereby the federal government reimburses the provinces, in some cases up to 75 per cent, for their expenditures on technical and vocational training programs and facilities. It is a total program aimed at all members of our population who are not university-bound and in British Columbia it has contributed greatly to the important principle that education cannot be considered terminal.

The doors of all our institutions are open at night to any person of any age who cares to take advantage of the opportunities offered for retraining or upgrading, or for further education for their own fulfillment. The agreement embraces a capital assistance program, an apprenticeship training program and a technical and vocational program.

The capital assistance program provides for the federal government to reimburse the provinces up to 75 per cent of their expenditures for new or improved facilities and equipment, including institutes of technology, vocational schools, and the vocational parts of public schools and regional or junior colleges. This agreement, which originally was to expire in 1967, has been extended to 1970. The amount of money available to each province up to that date is based on a grant of $480 per capita of the student population in the 15 to 19 years of age class. To date, in the whole country 900 projects have been undertaken, about 90 of them or 10 per cent in British Columbia. When you are considering these figures, I ask you to bear in mind that the total population of Canada is approximately the same as that of the State of New York alone, nearly 20 million and the population of British Columbia is only one-tenth of that.

I SHOULD say that, though there is a limit on the amount of capital cost-sharing the federal government will undertake on the 75 per cent basis, they will share without limit in the cost of further facilities in the amount of 50 per cent. A standing committee of provincial ministers of education, of which I am chairman, is pressing for the removal of the limit of 75 per cent sharing. The same constitution which makes education a provincial responsibility also restricts the taxing powers of the province so we frequently find ourselves having to ask Ottawa to share further in mutually beneficial projects.

The apprenticeship training program is the second part of the federal-provincial agreement. Though the apprenticeship system has some entrenched weaknesses, it is nevertheless an excellent system for many people in skilled trades. The federal contribution in this case is 50 per cent of approved costs, including pre-apprenticeship training.

Pre-apprenticeship training gives young people four to six months in a vocational school before they go to work in industry. By taking this program they become familiar with the fundamentals of a trade and have an opportunity of determining whether they like, or are suited to, the type of work involved before it is too late. This project reduces the time which would otherwise be spent by an individual learning a trade; it enables those who graduate to offer themselves as having learned the basic principles of a trade; it assures an employer that such persons know what is involved and that they are, therefore, more likely to continue in such employment.

THERE were 26,700 apprentices registered in Canada last year, excluding the Province of Quebec which operates that part of the program under other parts of the agreement. In British Columbia there were 5,363, and some 1,300 in pre-apprenticeship classes. Once again, to appreciate the figures you must think in terms of comparative populations.

When an apprentice graduates, he is given a certificate of apprenticeship signed by his employer and the minister of labor, which states that he has satisfactorily completed the required training and has worked a stipulated number of hours at the trade. The trend, which is encouraged strongly by British Columbia, is to have these certificates recognized throughout Canada.

In an increasing number of trades, examinations are prepared through the cooperative efforts of the provinces, and interprovincial standards are established. This enables an apprentice to gain acceptance for his training in all provinces; it permits greater mobility of the labor force; and it assures prospective employers that persons from other provinces applying to them for employment are qualified to a recognized standard.

The third part of the federal-provincial agreement covers the operating costs, apart from capital costs, of technical and vocational training in 10 separate categories. I will not bother to enumerate them all. They cover vocational courses in the regular public schools, trades and occupational training in adult vocational schools, and technicians training in institutes of technology and in the rapidly emerging colleges which generally give technician training as well as the first two years of a general university program. In each of these types of institution the federal and provincial governments share equally in the operating costs.

OPERATING costs are also shared equally for the training of disabled persons, and for the training of technical and vocational teachers. The program for the disabled provides for full or part-time training for periods of up to two years for people whose disabilities are of a continuing nature. The teacher program, with which we are very concerned at the moment, covers supervisors and administrators as well as actual classroom teachers in the technical and vocational field.

Like many other jurisdictions in our own and other countries, British Columbia needs teachers. By all the accepted criteria such as gross product, personal income and capital investment, British Columbia is the fastest growing area of the nation. This is reflected to some extent in our public school population, which is growing at the rate of 17,000 per year, or nearly 4 per cent. But the shortage of vocational teachers is compounded by the present emphasis on vocational training in the secondary schools, as well as by the great expansion of student capacity in the adult vocational schools.

At this point I might interject a word about the part the secondary schools play in the preparation of skilled manpower. We are constantly revising both our methods and curricula in all grades in an attempt to keep pace with modern requirements, but the most dramatic change has taken place in grades 11 and 12. Until last September students in those grades, which we refer to as senior secondary, had a choice of only a university entrance program or a general and not altogether satisfactory vocational program. Now they have six options, though not all are available in the smaller schools. One is the academic-technical program which leads to entry into a university or an institute of technology.

The other five, though containing a number of academic courses, are vocationally oriented and lead directly to employment or, much preferably, to further and more specialized training in the adult vocational schools. They are designed to provide a broad range of knowledge in the fields of commerce, industry, community services, visual and performing arts and agriculture, as well as the other extractive industries.

EACH of those general fields has several specialties within it, so that a person on the university-technical program can emphasize the humanities, science or technical work. Someone on the industrial program, for another example, has a choice between construction, mechanics, and electricity and electronics. In all courses stress is placed on a broad base of knowledge, and on flexibility, so that students will be mentally able to accept retraining for different occupations as technological change dictates.

We are hopeful that this new system will help all our young people to find the occupation for which they have the greatest aptitude, and that it will discourage many students who would otherwise enroll in the university entrance program simply because they did not know what else to do, or because the university program was considered more prestigious.

Now to get back to the federal-provincial agreements. They not only provide 50 per cent assistance for public school, vocational school and technical school training, and for the training of teachers and those who are handicapped, but in addition they provide for Ottawa to pay

Repartee by Governor Rockefeller in conference hotel lobby brings grin from Dr. James E. Allen.

75 per cent of the operating costs of training in cooperation with industry and of training, or retraining, the unemployed.

The program for training in cooperation with industry covers supervisory training, skill upgrading, retraining for new occupations, and basic training in academic subjects. Projects under this program are developed jointly by the province and one or more employers in a particular field. They may be carried out in public or vocational schools or in industrial establishments in full or part-time sessions, day or night.

TRAINING of the unemployed includes basic education where needed and trades training for the chronically unemployed, as well as for those who may lose their jobs through mechanization. In addition to its 75 per cent, Ottawa will pay up to 90 per cent of any allowances paid to the unemployed while they are taking their training. The effectiveness of this program on a national basis can be illustrated by the fact that between 1961-62 and 1964-65, a period in which the unemployment rate dropped substantially, the numbers of unemployed taking training rose from 26,000 to 60,000.

The federal-provincial agreements cover other aspects of training, such as that provided to members of the armed forces or other federal employes by the provinces, and they provide some measure of assistance to university students and nurses-in-training who are in need. More importantly, though, by paying half the costs with federal dollars they permit the provinces to carry out research projects with respect to manpower requirements and training programs needed to meet them.

FOR British Columbia, I am expecting momentarily to receive the first in-depth study of our future requirements, and I am hopeful that it will be of great help in planning what training will be required in the future and how it might best be given. When the report is handed down, it will be considered by a standing labor-management committee which the government appointed earlier this year to make recommendations with respect to manpower and other related matters.

Mr. Chairman, I know I have gone to considerable length to try to give you a picture of how we Canadians are approaching the problems that are common to both of us. I am confident that we are on the right track. Last winter the Canadian Economic Council handed down its second annual review in a document in which the main subject was the importance of education with respect to national productivity and economic growth.

Among the interesting observations made in the report was the fact that the difference between standards of living in Canada and the United States was related directly to the higher average level of educational attainment in the United States. This came as something of a shock to many Canadians, but on the other hand it reinforced our determination to take all possible steps to close the gap and I believe we are succeeding. So did the statement that although "a combination of many factors is required for the long-term growth of real income and productivity—education (including training) is a major factor—especially when viewed as a form of investment which enhances the quality and productive capabilities of any nation's most important resource, its people."

AMONG other things, the report recommended with respect to education that attention should be directed to a reduction in the number of school dropouts, the expansion of university facilities and other post-graduate vocational and technical facilities, and to efforts to improve the quality and methods of education.

Most Canadians concur in the report and its recommendations, though those of us who are intimately associated with it believe that we are already well on the way—far from there, perhaps, but on the way. Certainly, the report gratified British Columbians. It bore out that our educational attainments are, on the whole, the highest in Canada. It states that British Columbia had a labor force in 1961 with an average of 10.2 years of formal schooling, almost a year above the national average of 9.3 years, and half a year above that of the next province in rank. It had a higher percentage of its labor force with complete elementary schooling and a higher percentage with some university training than any other province. Only in the percentage with university degrees was it matched, but not out-stripped.

The complement of these statistics was revealed in a statement which said that the average earned income per employed person over the 1960-64 period in British Columbia was 19 per cent higher than the Canadian average. The next two provinces in rank surpassed the national average by only 10 per cent and one per cent respectively. There would seem some evidence, therefore, that there is a definite relationship between the prosperity of the people of British Columbia and their level of education.

I DO not want to leave the impression that we are smug. In British Columbia, and in fact in all Canada, we realize that we must never stop expanding and improving, and have no intention of doing so. By way of illustration, in just two weeks from now, and in tribute to British Columbia's centenary, the prime minister of Canada and the 10 provincial premiers are going to meet in British Columbia's capital city of Victoria. The main subject for consideration is education. And in September the standing committee of provincial ministers of education will meet in Montreal. It will deal particularly with manpower development in relation to the needs of an expanding economy in this period of rapid technological advance and will attempt to fashion even closer ties between the educational and economic systems.

We, like you, are aware that this is the key to most of our problems, that the transition into the age of plenty which automation promises will only be made by increasing thought and untiring effort.

Panel I

THURSDAY AFTERNOON, JUNE 2, 1966

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THE PUBLIC EMPLOYMENT SERVICE

Discussing the panel session in which they participated are, from the left, Leonard P. Adams, New York State School of Industrial and Labor Relations; John J. Corson, Princeton University, panel chairman; Frederick C. Fischer, Macy's New York and Charles E. Odell of the U.S. Employment Service, U.S. Department of Labor.

What is the emerging role of the Public Employment Service? How comprehensive a manpower agency should it be? Can it develop an effective system for clearing workers from one region to jobs in another region? This panel dissected the Employment Service today and discussed its growth toward a more central role in manpower development.

PRESENTATIONS

CHAIRMAN CORSON: At this particular point in time, when for peacetime we have less unemployment than at any previous time in years, the role of the Public Employment Service is changing significantly. Without further ado, I'm going to ask our first speaker to concern himself with the changing concept of the Public Employment Service. Mr. Odell.

MR. ODELL: In releasing the report of the Task Force on the Employment Service, which was made up of a distinguished group of representatives from labor, management and the public interested in the general manpower field, Secretary Wirtz said, "If the Employment Service is to meet today's demand, it must be a comprehensive manpower service agency rather than a simple labor exchange which was called for when it was established 33 years ago."

As I understand it, my mission at this conference is to present a view of the Employment Service not necessarily reflecting what it is but what it should be, in particular, to focus upon its manpower managerial functions and responsibilities in relation to manpower training and human resources development.

Therefore, I will briefly summarize the Task Force's recommendations and then make some interpretations of their meaning in relation to the meaning and purpose of this conference. The Task Force first recommended:

1—A new legislative mandate to clarify the role and mission of the Employment Service within the framework of the federal-State system and with the recognition of the existence of other labor market intermediaries both public and private.

2—A separate identifiable Employment Service, including administrative separation from unemployment compensation, and separate State Employment Service director with his own staff and line of authority who reports to an administrative head of an overall agency, including physical separation of all Employment Service facilities from unemployment compensation claimants and job seekers.

3—No arbitrary limit on clientele served. The Employment Service must be able to serve all classes of clientele. Special efforts should be extended to reach out to persons in need of specialized manpower services to improve their employability. The Employment Service should explore all possible ways to develop a more effective two-way flow of information and contacts with private employment agencies which adhere to professional standards in their placement activities. The Employment Service should seek to serve in a co-ordinating role in an effort to implement various government training programs. It should be given legislative authority to enter into contractual relations with non-government groups, to supply specialized manpower services to certain clientele.

4—A strengthening of personnel in the federal-State system. Higher salaries should be commensurate with the qualifications and standards for these positions as prescribed by the Secretary of Labor. Federal funds would be made available to those states which meet higher qualifications, higher salary requirements.

The Secretary of Labor should require from each state an annual plan of operations to include a well developed training program including provisions for orientating in-service and out-service training, tuition refunds and educational development. The Secretary of Labor should be authorized to make supporting grants to colleges and universities for development of proper curricula and training materials and the establishment of regional training centers for Employment Service personnel.

Legislation should be enacted to enable an employe of a state agency to be appointed to a federal position if he had been permanently in the state agency under specified conditions. The Secretary of Labor should be given legislative authority to develop a system permitting transfer or temporary leaves of absence for personnel to move between federal and state agencies without losing any employment status.

5—A great extension and expansion in the development and dissemination of labor market information. The Secretary of Labor should take the lead in clarifying the assignment of responsibilities for collecting labor market information within the Department of Labor or by other government agencies. The Employment Service should collect and analyze manpower information required for the efficient functioning of the service and for the administration of federal programs dealing with manpower utilization. The Employment Service should be recognized as a major source for the development of information for occupational guidance, testing and employment counseling. It should work closely with employers, especially defense industries, to obtain specific information as to job openings and to obtain advance notices of mass layoff in order to facilitate worker-job adjustments.

Vigorous measures must be adopted to assure that labor market information is widely and regularly disseminated to other public and private organizations with an interest in labor market trends and behavior.

6—Multi-market clearance centers should be established throughout the federal-state system and the centers themselves operated on a national basis. These centers would improve the operation of interarea recruitment procedures and the flow of job information. The Secretary of Labor should appoint a committee to study and recommend the use of automatic data processing for interarea recruitment purposes.

7—The cost of administering the work test aspects of Employment Service should come from the Federal Unemployment Tax Fund; the cost of other manpower services from general tax revenues. The Employment Service should take the necessary steps to develop plans and techniques for handling emergency situations in the labor market such as mass layoffs, plant closings and unrest stemming from chronic unemployment. An adequately financed emergency planning unit should be established with the U.S. Employment Service to plan for such emergencies.

A separate National Advisory and Review Committee should be established for USES and specific functions assigned. Members would be appointed for four-year terms by the Secretary of Labor. The committee would have a fulltime staff director, adequate secretarial assistance and separate budget. A State Advisory and Review Committee should be established in each state, their functions to parallel those of the national committee, with members to be appointed by the Governor.

The state committee would file an annual report on the overall assessment of the State Employment Service. The director of the USES would be required to file an annual report at the end of the year to the Secretary of Labor. This report would contain an analysis of both the

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manpower services provided and its internal operations. The State Employment Service director would be required to file a similar report to the Governor and to the national director of the USES. This report should take the form of a state annual manpower report.

I WOULD like to comment briefly on several aspects of the recommendations because they do bear significance at this conference. First, I call your attention to the suggestion that the Employment Service must be able to serve all classes of clientele and special efforts must be extended to reach out to persons in need of special manpower services to improve their employability. Any of you in New York State will wonder what is particularly new about this suggestion because the New York State Employment Service has had a long and honorable history of employment services to special groups such as youth, the old, the veteran and the handicapped, minority groups and so forth. And yet, in today's job market we are finding it necessary as well as socially desirable to reach out to the disadvantaged as we have never reached out before. This commendable and long overdue thrust into the ghettos of our great cities and rural slums presents a great challenge and an equally great conflict for the Employment Service because like all "good" personnel people we have been trained to minimize our risks by a traditional unwritten policy or practice which tends to exclude the vast majority of the so-called hard core unemployed.

Now, as a matter of national policy and of job market necessity, we have a responsibility to find the disadvantaged and do our utmost to improve their employability. We also have a responsibility for encouraging employers to hire greater numbers of disadvantaged people and to make special arrangements by way of training, supervision and better on-the-job human relations programs to ensure that those hired among the disadvantaged do not simply get caught in the revolving doors of company employment offices, as they have frequently been caught in the revolving doors of the public employment services and the private employment agencies in the past.

During the next fiscal year 65 per cent of all MDTA and on-the-job training slots are intended nationally and state by state to go to adult disadvantaged people. And most of the remainder are by and large intended for disadvantaged youth. A large number of new Employment Service positions in national and state programs are earmarked for so-called "Adult Outreach", which means that we will be sending mobile teams headed by Employment Service interviewers and counselors into ghettos and neighborhoods where paid indigenous workers will be knocking on doors and establishing a friendly contact with those who need and want training and employment.

ONLY in the wartime labor market conditions of '41 to '45 has the Employment Service ever engaged in this kind of outreach and recruitment effort on such an extended scale. And then it was much easier because there were certain financial incentives which made it fairly easy to find jobs and training opportunities.

In today's job market too many employers still believe that they can be relatively selective concerning educational requirements, test scores, physical standards, security regulations concerning arrests and so forth, all of which stand in the way of the hiring of these disadvantaged people.

The Employment Service is charged with taking the leadership in persuading employers to lower these arbitrary barriers to employment opportunities by doing its best not only to find training opportunities to improve employability but by directing appeals to employers to hire and accommodate increased numbers of disadvantaged young people and adults. We hope to find out soon in Rochester, New York, which has a severe labor shortage, whether a planned outreach program can be effective in ameliorating local labor requirements and at the same time find jobs for those who have been traditionally excluded.

A second major point in the Task Force's recommendations has to do with planning and co-ordination of manpower services. The proliferation of agencies, federal, State and local, public and voluntary, with manpower functions and responsibilities is beyond belief. The Congress, which must share some of the responsibility for this proliferation, is now becoming greatly concerned about better co-ordination and planning of manpower services.

A SIGNIFICANT step in the right direction, though a small beginning, has been the appointment of three-man teams from OEO, the Labor Department and Department of Health, Education and Welfare, representing the President's Committee on Manpower, to visit major metropolitan areas and to review manpower co-ordination and planning problems. We are hopeful that their findings will help us to determine how best to proceed in achieving better planning and co-ordination, particularly at the local level where the job really needs to be done.

Another important step has been the initiation of annual state manpower training plans which require the principal training agencies, the Employment Service along with the representatives of the State Manpower Training Advisory Committee, to sit down together and develop a comprehensive annual Manpower Training Blueprint. These plans are now being developed in all states. They will be reviewed on a regional level and in Washington and used as the basis for allocating MDTA funds for the states in fiscal 1967. Certainly, this would improve manpower planning and co-ordination for state and local levels, although as we have seen, manpower training is only one facet of the total manpower problem.

John J. Corson presides over first panel session. Mr. Corson is professor of public and international affairs, Woodrow Wilson School, Princeton University.

In conclusion, let me say that I believe that we are moving in the direction of a more effective Public Employment Service: The Task Force Report; legislative proposals to implement it; the appointment of a new USES director, Mr. Frank Cassell, formerly an assistant to the vice president of Inland Steel in charge of industrial and labor relations; the growing concern and effectiveness of the President's Committee on Manpower; the initiation of annual federal-State planning in the field of manpower training; the initiation of a human resources development program—such as that now getting underway in Rochester on a demonstrational basis; also the tightening labor market and above all the will to extend employment and training opportunities to the disadvantaged.

These are all, I think, hopeful signs of change and the emergence of a new Public Employment Service that can and shall become in fact a comprehensive manpower service center.

CHAIRMAN CORSON: As I listened to Chuck describe the succession of proposals from the Schultz-Fischer Committee—it hasn't been termed that before, but it has now—I can't help but wonder how much they represent progress. Now, if you have to find something to argue about, well that's a good start. Out of six points, four of them are essentially to strengthen the Employment Service. And that is good but that was in this point of time almost inevitable.

Think back if you will for a moment at least, well, to let's say the years of the Eisenhower drought. We didn't do much about the Employment Service. For the years of Kennedy we were, so far as employment was concerned in this country, consumed by the Heller philosophy that if you would just pump enough money into the system it would take care of itself. And we pumped money into the system and created a substantial demand and reduced unemployment.

But we got out of that experience a bit of understanding that those of you who worked in the Employment Service have known for a long time.

I can remember well that Bill Haber, who was at one time in charge of the Employment Service in Michigan, wrote as early as 1937 that, "If you were to employ every readily employable, able-bodied citizen, you would still have a very substantial volume of unemployment." As a consequence, after the Heller deluge and we had pumped enough purchasing power into the economy, we got down to the rock bottom. And we still have a significant volume of unemployment. And what we find is made up of the least skilled, the handicapped and those who are disadvantaged by color or other handicaps.

AND now, Chuck says we have a new program. You know, to have a new program you also have to coin a nice term for it. And they have got a good one, the "Outreach." This is just, well, it's unintelligible enough to be a real stimulator. You wonder what the hell it is they are talking about. The outreach, well, it has meaning that has significance in this setting.

From 1935 to 1938 the problem was that the Employment Service was handling the WPA bum and the employer didn't want to have anything to do with him. Then, during the war you had a different climate but after the war you have gotten to the point of handling only those boys on unemployment—any coming under relief—and the employers didn't want to have anything to do with them.

But with outreach we hope to solve that problem. And among the recommendations of the Schultz-Fischer Committee, which of them would help solve that essential problem? That's unfair. I suppose it's unfair to Mr. Fischer. In presenting him to you now, he hasn't really had any time to think about this. I'm really addressing this to Chuck as he's had a lot of time to think about it.

MR. FISCHER: When I served on the Task Force to which our chairman has referred, I was reminded that our so-called national manpower policy, if it could be termed that, was based on several pieces of legislation such as the Wagner-Peyser Act of 1933, the Employment Act of 1946, the National Defense Education Act of 1958, the Area Redevelopment Act of 1961, the Manpower Development and Training Act of 1962 and the Vocational Education Act of 1963; plus a large number of federal directives. Altogether, as Secretary of Labor Wirtz pointed out in our first meeting, the Employment Service is involved in all or part of the administration of more than 20 laws.

It seemed reasonable, perhaps imperative, that the time had come to review the operations of the Employment Service and to consider what was needed to improve its operations as the front-line agency for translating manpower, education and training, and war-on-poverty policy into operational reality.

So we set to work and the result was a unanimous report, much of which is now being presented to Congress in the form of legislation.

As our deliberations started, the management representatives on the Task Force had the privilege of getting the advice, suggestions and recommendations of a representative cross section of some of the biggest American businesses which, of course, had experience with the Employment Service. I am not talking about the information we received from associations but that volunteered by the top management of individual firms.

A cross section of these employers' comments show there is still a long way to go to achieve the maximum in cooperation and understanding between employers and the Employment Service —cooperation that is vital, in my opinion, if we are to solve the problems of unemployment in our country with dispatch and imagination.

FIRST, frankly, I was surprised at the number of bouquets that were tossed in the direction of the Service. Let me give you an example. I'll quote comments made by the vice president for personnel of a national manufacturing company.

"The image of the Employment Service held by our company has changed substantially over the past 20 years. In the 1940's and early 1950's we tended to list jobs with the Service only when other sources could not fill our needs. Today the situation is almost entirely reversed. Throughout the country, we tend to rely on the Employment Service for the bulk of our employment needs. Applicants who appear at the gate are referred to the Employment Service for screening tests prior to consideration for employment.

"The Employment Service worked patiently with one or two cooperative employment managers and developed test batteries for entry into our work force which proved so satisfactory that we took the initiative in having them extended across the nation."

Here's another:

"The image of the USES in the states in which we do business is good. Our experience with our state's Employment Service has been satisfying. We have received every available assistance from their representatives during our frequent contacts. Our company voluntarily lists non-salaried jobs with the state's Employment Service and my understanding is that the greater part of the aerospace industry does the same. Again, this is a voluntary effort on our part and one we would not wish to change."

THERE was also a considerable number of what I might call middle-of-the-road employers as far as their opinions of the Employment Service are concerned. I don't mean they are not informed or have no position. And I would not group them as adversaries of the Service. I am talking about their doubts about the direction and administration of the operation, based on actual experience. If these reservations could be resolved by specific action or information, it's my view that the Service could make a still greater contribution.

Here's a typical comment:

"The USES, as it manifests itself in the State Employment Service, has a reasonably good image. In many instances, their testing services have been utilized as a preliminary to the company's own applicant program. In a number of instances, however, screening is superficial. The general quality of applicants from the USES offices, at several plant locations, has not been good. To improve its image the USES must train its staff to look upon the Service as an employment agency and not as a social agency.

"Moreover, the recent movement of the USES into broader areas of activity has aroused concern. The major areas of concern are the increasingly aggressive actions of the Service in the field of professional employment, in the upgrading placement of those presently employed, the job vacancy program and the expanded testing and counseling service. These actions are quite different than what has been understood to be the original mandate. This expansion can only lead to increased expenditures, increased competition with private employment agencies, and increased control of the USES over the destiny of workers, especially among the younger segment of the population."

Another firm said:

"THE USES has a good image and they have been generally quite helpful to us in various parts of the country. In my opinion, they are as good as the companies which take advantage of them and use their services and capabilities. This requires that the employer communicate fully, cooperate openly, and establish an effective rapport with the local office."

Parenthetically, I might say the Task Force report treats at some length the need for the development and dissemination of better labor market information to public and private organizations. It suggests, for example, the designation of labor market information offices to contact such organizations. Their job would be to establish what in too many cases is a long-needed direct contact, not only with potential users but also with present users of the Service in an effort to build better relations with employers.

Perhaps such information and contacts would have given one large regional employer a better image of the Employment Service than he has. He said of the Service: "They have, for the most part, poorly qualified applicants. They are primarily interested in 'helping' the so-called disadvantaged. They are intensely interested in expanding their scope and power and would, if they could, exercise a complete monopoly of the placement market. The staff has a large proportion of liberal do-gooders with copiously bleeding hearts."

To get back to serious matters—in our deliberations we also had the benefit of much employer association research. One of the largest of these groups surveyed 4,500 employers with 3,600,000 workers. The job categories covered by the survey ranged from the unskilled to the professional and managerial occupations.

THE Employment Service is not leading the league as far as their position in the national placement standings is concerned. Word of mouth recruiting by current employes, advertising and the services of private employment agencies were all ahead of the public employment service as principal methods of recruiting.

Statistics are tedious I know, but a few may be of interest: Less than 8 per cent of the 4,500 employers said they used the State Employment Service extensively. Forty-four per cent used it occasionally and 47 per cent not at all, despite the fact that together they hired about 650,000 employes annually. About two-thirds of the jobs were permanent and the rest were temporary or seasonal. About 55 per cent of the 650,000 jobs were unskilled or semi-skilled.

Ninety-three per cent of the employers felt that no government agency should actively seek out any one person, with one skill or another, who is working for one employer and try to place him in some other job with another employer.

When questioned regarding special tests and services such as those that are available to assist an employer to determine the aptitudes of job applicants or on the development of job descriptions by the USES, 74 per cent of the 4,500 employers thought that employers who use such special services should pay for them—a "user charge." As you know these special services of the USES that are used by some employers are

"In today's job market too many employers still believe that they can be relatively selective concerning educational requirements, test scores, physical standards, security regulations concerning arrests and so forth, all of which stand in the way of the hiring of these disadvantaged people."

financed out of the federal unemployment compensation taxes paid by all employers. Our Task Force report recommends the separation of the Employment Service from the administration of unemployment compensation. I, for one, see no reason for using an employer's unemployment compensation tax money to finance Employment Service functions of an entirely different nature. I believe the latter programs should be financed out of general revenues and subject to yearly scrutiny by Congress.

I'D like to wind up my portion of this discussion by talking about one of my pet themes—which was mentioned this morning. As you know there is a new title in the land today—the job developer. These devoted men and women try to place the trainees of the various training programs—private, city, state and federal. From the employer's point of view the job developer's role is an important one and it is made even more important by the many programs now in existence. These programs, in my opinion, should be under one umbrella. Let me give you an example of what I mean. Macy's is cooperating with governmental and quasi-governmental groups such as the Cooperative Education Commission of the New York City Board of Education; Youth Employment Service, which is part of the N.Y. State Employment Service; Mobilization for Youth, Inc.; JOIN; HARYOU; to say nothing of private agencies, philanthropic groups and other organizations having roughly the same common purpose.

Before I came up here, I took it upon myself to make a list of the other groups who have called us within the past year for assistance in their placement programs. They include:

The Distributive Education Department of the New York City Board of Education; Federation Employment and Guidance Service; and PAL. In addition there were casual contacts with the YMCA, YWCA, YMHA, YWHA, Catholic Charities, various settlement and neighborhood houses, etc.

The inevitable question in an employer's mind, when one of these job developers visits him, is, "What does your program do that others don't do?" and I believe other employers, like myself, sense an atmosphere of competition among the various programs. Obviously, since I am in the retail business, I believe in competition. But I think it is a reasonable question to ask whether or not competition in this nonprofit area is healthy.

For a long time I have argued, when I attend meetings at home regarding this subject, that there should be a group, person, or council that could coordinate all the various efforts. A rough analysis of JOIN, HARYOU and Mobilization for Youth indicates that their programs, while not exactly identical, overlap. While they are useful they do not really command the impact or get the results that they would, in my opinion, if there was coordination that could lead to the assignment of specific responsibilities to each of these groups. Of course I will not even try to estimate the huge amount of money that is being wasted in these duplicating programs.

AS I said earlier much of the Task Force report is contained in legislation now before Congress. There have been amendments to the original bills, of course, but in my opinion, none better than the one proposed by Senator Javits that would insure and strengthen the long-needed coordination of economic opportunity programs with the activities of the USES.

I wish that a whole meeting could be devoted to listening to George Bennett, who unfortunately cannot be here today. The coordination of programs by his Community Progress, Inc. in New Haven represents the type of plan I think should be followed. Such a system would secure the complete cooperation of the management of the majority of businesses in any city.

I suggest as a goal for all of us in the future—better relationships and increased cooperation and coordination between government agencies and the employer. Why? So that we may utilize most effectively the obvious assets of the Public Employment Service and so that we may secure the most profitable training and use of our manpower resources.

MR. ADAMS: It was suggested to me that I confine my remarks to the operations of the Federal-State Employment Service from the public point of view.

Some of the questions that I was asked to address myself to are: Where should the Employment Service be moving? What recruitment programs should it emphasize? And what relationship should it have with other means of recruitment, including employers and private agencies and so forth?

One definition of a professor, John, is a person who thinks otherwise. At the present time I find myself, however, in considerable agreement with what our two previous speakers have already said. There are some points on which I would like to elaborate further. Then I would like to make one or two suggestions about how some of the weaknesses that your employer group feels are inherent in the present system might conceivably be overcome. We might establish some better standards than we have at the present time and some clear ideas as to what it is we really want from a Public Employment Service.

FIRST, let me say that in discussing a Public Employment Service from a public point of view requires some consideration of what it is that we ask a public service to do and what the significance is of the assignment that we give to it.

If you consider what it is that our Public Employment Service has tried to do over the years, we find a long list of duties. They include functioning as a labor exchange, as an information agency, as an agency that provides tools and technicians for personnel management to use as well as for its own staff to use and as an agency which provides assistance to special groups of people who may be disadvantaged in one way or another. This agency in recent years has been called upon to act as the operating agency for the National Manpower Planning Policy. It seems to me that if a public service performs on all or any of these fronts, it is really acting in the public interest.

And when it seeks out job opportunities from employers by field visits, when it succeeds in placing individuals in jobs for which they are suited, it's helping the individual and also helping the public. It is something like Adam Smith's "unseen hand" in operating in markets except Adam Smith was talking about the price system, which he called the unseen hand, and here we are talking about an agency which obviously operates in the open.

It seems to me that fundamentally the Public Employment Service is truly an operating arm rather than a policy making agency.

I was quite impressed in reading in Professor Schlesinger's book about what he reported to be an interview between James Reston of the "New York Times" and President Kennedy some time after the President had been in office for a little time and presumably had some sense of direction.

Reston was asking these questions: "Mr. President, what is it that you would have liked to have accomplished by the time that you ride down Pennsylvania Avenue to the Capitol with your successor," whereupon he drew just a blank stare.

So he tried again. He said: "What guidepost do you have in your mind that would help you make day to day decisions about the direction in which you'd want to go?" Again he drew a blank stare. He said it was only later when he asked specific questions about very tangible practical problems that the President responded with a torrent of statistics which indicated he was very much aware of the nature of those problems and had some idea about what he wanted to do.

Reston concluded from this episode that President Kennedy had no real sense of long range problems or a sense of direction. Schlesinger drew another interpretation, which was that the President was sort of overwhelmed by the impracticality of this kind of a question because he was very much concerned at that time not with a blueprint but with a process.

AND I think that the Public Employment Service, like the President's frame of mind at that time, is much more concerned with a process than it is with a blueprint. But I submit to you that when you try to answer general questions of the sort that have been posed to me, that you have to establish some sort of criteria by which you can make any kind of answer at all.

It seems to me there are three principal ones we might consider in appraising the question of where the Employment Service is moving. It is moving all right. It is moving so fast that I can hardly keep up with it and whatever I write today I find will be out of date tomorrow.

These three criteria, it seems to me, are:

1—What is it doing as an operating arm for manpower policies—national, state, and local?

2—How effective is it as a job market organizing agency?

3—How effective is it in dealing with the so-called disadvantaged groups?

Let's look at each one of these very briefly. I'm not at all sure that I have any of the answers but perhaps I can raise some additional questions.

IN terms of manpower policies, because this group is such a knowledgeable group, I'm not going to spend much time here. But if you look at the list of what Secretary Wirtz said—"Constitute a component of an active, comprehensive labor market policy"—you see what a tremendous job it is that the Employment Service is being asked to do.

I have listed seven of these, based on Secretary Wirtz' testimony before the Clark Subcommittee: Information on the job market, an agency that would be concerned with the establishment of an early warning system, an effective vocational, guidance and counseling agency, a research agency dealing with the findings of and problems related to the educational system, an agency that would be nationally oriented in terms of job markets, at least some of them; an agency concerned with training and retraining, an agency also concerned with helping to facilitate the mobility of workers industrially, whatever is required.

The Employment Service isn't the only agency that is concerned with active manpower policies of this sort, but it seems to me that we are asking it to take an active part in most of them if not all of them. As we learned this morning at least one State in the country is beginning to take a much more active policy in shaping manpower activities. Here we learned from the Governor that we are going to have additional State funds put into the training program.

Who is going to administer this? Well, you know that the Employment Service is going to be asked to do a considerable amount of work on it. We know, too, that the Employment Service is the agency that is going to help this summer to try to find jobs for the thousands of college students and others who need summer employment. So we are asking in terms of policies and programs for a tremendous amount from this agency.

IN terms of labor market changes, if you look back just for a short period of time—only four or five years—it seems to me that we had at least three major changes of great significance that have taken place in the labor market which have a distinct bearing on what it is that the Employment Service can or should do.

First, there is a tremendous economic growth which has been stimulated by national factors not the least of which was the tax cut in the past two or three years. This tremendous growth has reversed to a large extent the primary concern of many of us, who were worrying about problems of unemployment, to situations in which we now have at least a mixed concern. But, perhaps more importantly, if we are going to keep the economy moving, we face the problem of how we deal with occupational shortages and shortages of skilled workers. If we are successful in keeping this boom going, these shortages are probably going to increase rather than decrease.

Secondly, we have had a reduction in this country in the farm manpower situation. The movement of people off the southern farms, the sharecroppers and so forth, has meant tremendous exodus of people with relatively little education and a very low level of skills into the great metropolitan areas of our country. This, it seems to me, accounts to a large extent for the kinds of problems that the Employment Service is encountering now in these large metropolitan areas in finding some kind of job opportunities for the disadvantaged.

The technical changes in agriculture have also created serious problems. I have been told by many people who follow closely the problem of migratory workers, for example, that the introduction of machinery now in harvesting of some crops has upset the flow of workers to the extent that it is no longer quite as attractive for southern migratory Negroes to take the trip north in the spring because work has become much more irregular. They just don't have the same work flow.

THE bean picking machine, for example, has come into the picture and has taken a large part of that work. The apple picking machine has taken another part of the job, so that finding even seasonal work for some of these people is much more difficult. The effects of the postwar baby boom, which is now beginning to show up in the job market, has created a tremendous problem in finding employment for young people of all sorts and our unemployment clearly indicates this problem.

The unemployment rates for Negroes and some other groups are twice as high as they are for some of our white youth looking for work.

When you ask what the Employment Service has done in response to these demands on it from the policy side, from the labor market side, I find myself somewhat stumped as to how to provide an answer.

But I have tried to do it in two ways. First, I took a look at the statistics that are available on the Employment Services' operations. There aren't nearly as many as I'd like to have. In fact I find it rather difficult to find out what the Employment Service is doing in some respects. But we do have some quantitative measures. Secondly, there are qualitative aspects of the Service which I thought were worth looking at.

First, on the quantitative side there is an input item that ought to be mentioned. As I think you all know, the Employment Service took part in President Kennedy's efforts to get the country moving. He felt that getting the Employment Service moving was an important part of that job. As a result of his efforts the Employment Service was granted additional budgetary funds. This resulted in an increase, as far as I can make out, in the staff in the Service of some three thousand or so positions in fiscal '61 and '62. Thereafter, that source of additional staffing dried up.

BUT in recent times Mr. Odell tells me that the Employment Service has been acquiring additional funds because it's taken on jobs from OEO and other organizations and it is getting paid for taking on those jobs. I presume that this has resulted in some additional staffing. If you look at some of the quantitative measures of what it is the Employment Service has done such as placement and so forth, the published reports supply the same data. These figures for me are somewhat enlightening although I can't say that they are very supportive of any particular line of thought.

Placement in the Employment Service between the year 1960 and 1965 showed a tremendous change but the change is almost all in agricultural fields. There was an increase in the non-agricultural placement volume of somewhere around 10-12 per cent in those five years. As for farm placement the picture shows the decline of about 50 per cent.

There were no major changes in the industrial or occupational distribution of the placements in the non-farm field. In 1965, the Employment Service was still making about 30 per cent of its placements in the short term category. This hasn't changed substantially. About the same

"We have gotten to the point where we are concerned with keeping that index of unemployment down. As a venturesome soul and a fellow committed to wager when the odds are good, I would lay you a bet that there will be no President re-elected within whose term that index goes up two full points."

proportion of jobs in these two years were in the service and in the unskilled group; these constitute about two-thirds of the total in 1960 and in 1965.

Only 3 to 4 per cent of the placements made by the Service were in the professional and managerial category. It is hard for me to understand why some of the private agencies are so disturbed about what Public Employment Service has done even with its additional funds and additional staff.

WHEN you look at applications you find that the Employment Service has apparently been taking in a larger number of applicants. Applications were up about 8 per cent between 1960 and 1965. When you come to look at services to special groups you find here a very major change in activities. The change here is largely in the past two or three years and in the direction of additional service to youths.

Counseling and testing shows up the same sort of picture—much more counseling and testing. Counseling interviews were up 23 per cent. Testing was up 46 per cent.

But when you come to look at what the Employment Service has been doing with employers on a national basis you see here another trend. Employer visits—for whatever reason—declined. We cannot tell why this happened or what services were omitted, if any. Employer visits declined about 2 per cent and this may well have meant that staff time was diverted elsewhere.

Some of the qualitative or non-statistical changes that I could identify are these: That there has been a substantial effort to increase the quality of the staff, especially the counseling staff, by a training program of various sorts in cooperation with the community and in-service training.

I think too from what I can gather from reading the "Employment Service Review" that there have been made available from the federal side more funds for special programs. For example, you had one here on Long Island, the follow-up of the displaced aircraft workers from Republic Aircraft.

A VERY interesting program in Philadelphia was worked out between the Employment Service and the Jewish Vocational Educational Organization there. There were four or five very interesting reports on that experimental program.

A special program in Philadelphia was concerned primarily with school dropouts. The final article in the series of reports on this project dealt with what they called the "failures" in the program. There were some 350 or so youngsters taken into the program with the idea of giving them some orientation to the world of work and some incentive to get a job and some ability to keep a job once they got it. An analysis of the reasons why about a third of them who either didn't finish the program because they dropped out or because they were asked to leave makes a very interesting story. I think this is one of the forerunners of the program that Mr. Odell referred to here which is going to be expanded.

One of the conclusions I drew from it concerns many of these disadvantaged youths who are really alienated from the values most of us have toward work and the significance of work in our society. Many of them were in need of an intermediate experience between their attitude before the program began and their entry into competitive industry, where they are expected to perform eight hours a day in a factory or some other job. This suggests that perhaps what we ought to think about for these young people—and perhaps for some of the older people too—is an extension of the Sheltered Work Shop Program to provide this kind of an intermediary step.

Some of the questions that have been raised here this afternoon about the Public Employment Service in this country are the same sort of questions that are being raised about Public Employment Services elsewhere. I was quite interested to read some of the reports of the seminars that have been held by the Office of Economic Cooperation and Development in Europe. There are about 20 of them that have submitted reports or participated in these seminar discussions. They have indicated that they too are taking a fresh look at the Public Employment Service and its operations in their own countries.

THERE seems to be a consensus all along the line as to what sort of framework the Public Employment Service can be expected to operate within. For one thing most people agree that it will have to be a voluntary service. This means that it must win friends on the basis of the quality of the service provided. Very little recognition has been given by the general public of the role of the public employment agency as a manpower service. Nowhere does the manpower service play a dominant role in the job market. No matter what has been said in this country about the manpower program, the figures just show that nowhere in the world, even in Sweden, in Great Britain, or West Germany, and other countries where public employment services have been established for a long time, do they fill more than about 30 per cent of the job openings.

In this country, of course, we know from what limited information we have that our Employment Service probably only fills about 15 or 16 per cent of the openings. In some of these European countries as in the United States, private employment agencies are flourishing. It's a very profitable business.

Let me conclude here by making a couple of suggestions. I think we recognize a number of weaknesses in our present Employment Service program. What we need to a considerable extent in overcoming these weaknesses is a better set of standards than we now have by which to appraise the effectiveness of a public service. I'd like to suggest that now is a very appropriate time for us to learn while we are engaged in doing a lot of things.

It would seem to me that funds might be made available now for a number of remedial and research programs. There are two questions that strike me as being worth researching particularly. One is: What is the optimum staffing pattern that should be established for a manpower service center operating in a community? And here it seems to me that an operational research project might well be undertaken. You will recall that some 35 years ago there were a number of experimental programs launched in different parts of the country. None of them I think was directed toward answering this particular question.

There was one in Rochester which was concerned with what kind of an office setup would make the most sense in serving that community. Funds were obtained to provide additional staffing, to obtain the best possible quarters and so forth. Out of that project came some very interesting suggestions about how a local office ought to be staffed and operated.

IT seems to me that we are up against the same question now. What is it that would make for a model operation? I think that what we need is to spend some of our money—that seems to be available in such large quantities—for an experimental program or two.

Secondly, I'd like to see some work done on this question of what is the optimum penetration rate for the Public Employment Service to shoot at. Should it be to fill 25 per cent of the job openings as they do in Sweden and in Great Britain, or should it be something less in this country? And here again I don't think we are really going to get any answers on this unless we conduct some experimental programs where we try putting more input by way of staff into the operation until we find a point of diminishing returns.

So it seems to me that the answer I would make to the general question—Is the Public Employment Service on the right track?—is: Yes, it is on the right track all right but at the present time it is something like the Mississippi steamboat they tell about. It had such a large whistle that everytime it blew the boat stopped. The Employment Service in this country, it seems to me, has been asked to do such difficult things that everytime it gets a mammoth new program tossed on it the operation stops as far as other things are concerned.

DISCUSSION

QUESTION: The disadvantaged are, in part, a problem in mobility. If there is a problem for the Employment Service, that would be it—to find a program that was more thoroughly related to the problem of real mobility in society. I don't know whether anything that is presently planned really deals with that very much.

MR. ODELL: Part of this deals with developing a really advisable interarea recruitment and clearance system. And this, you know, is not just a problem related to moving from one state to another state. It's realistically a problem that I don't think has been effectively looked at from the point of view of mobility within a metropolitan area.

For example, one of the great problems in Watts is not exclusively the question of unemployability. It's a question of mobility as it relates to the cost of public transportation. If one member of the family, usually the wife, is working and has the car—if there is a car—the rest of the family is immobilized from the point of view where the job is. It costs $1.65 one way and five transfers at an hour and a half to an hour and forty-five minutes of time on public transportation to get from the heartland of the problem in Watts to the nearest defense contractor of any significance in the area. It costs $3.50 to get to Lockheed, where the jobs are.

DR. Catherwood was speaking fondly and with some pride about the Youth Opportunity Centers. One of my concerns with the Youth Opportunity Centers is that in order to develop jobs for young people in offices that are more closely related to the ghetto neighborhoods in which a good many of the people we are talking about live, you have to develop a job development program of the type Mr. Fischer was describing. It tends to become a job development program in the immediate neighborhood.

There is a problem of transferability of the people to the job as you decentralize your operation to these neighborhoods. You're moving farther away from where the jobs are. I think this is a very critical aspect of the problem.

I do think that an effective system of data processing, in which there is a sensible relationship on an areawide and statewide and an interstate basis for job opportunities and job applicants, might considerably improve our ability to deal with mobility.

I think the great problem in this whole area is the concept of manpower planning. In fact the use of the word "planning" nationally now has been unpopular in this country for a long period of time. We really now are beginning for the first time in maybe 15 or 20 years in a relative nonwartime situation to talk publicly and with some meaning about planning in the manpower field.

It seems to me that until we lose our sense of guilt about the idea that planning, you know, is a bad thing if it's done by government but is a good thing if it's done by private industry, we really aren't going to address ourselves to the solution of these problems.

CHAIRMAN CORSON: I'm not clear, Chuck, that you really have answered his question. I think that he says there is a problem with respect to mobility and then he asked really whether the Employment Service has now developed a new program to meet this. And I think you were talking of mobility but only from a standpoint of geography. And I think you're saying, Chuck, that from a standpoint of the geographical you really haven't accomplished much in the Employment Service as yet. Secondly, from the standpoint of occupational mobility, although the training efforts that we are now engaging in do represent an effort to meet this problem, the degree of success achieved is still to be proven.

MR. ODELL: Well, I'm as frustrated as you are, John, but take a forthright position on what the answer is. I think the answer lies in a meaningful national manpower planning policy and as our friend from Sweden will tell you tonight, with a sufficiently broad mandate in terms of legislative authorization and money to implement manpower mobility. That addresses itself both geographically and to occupational and industrial transportation. The dilemma we are faced with is that we are trying to do all this in a situation where on the one hand the Employment Service is accused of trafficking in unskilled, semiskilled and disadvantaged people, and on the other hand intruding itself in competition with private agencies and private employers in the field of job placement of professional, technical, managerial and skilled personnel.

This is an ambiguity really in terms of an intelligent approach to the role of the Public Employment Service. We can't have it both ways. It seems to me a matter of public policy. And I think an answer to this is a specific mandate for somebody to plan and coordinate the manpower policy in the United States.

I think that is what Mr. Fischer was complaining about in regard to competition among public agencies.

I think that we don't have a clear mandate in law, or the appropriations to substantiate a mandate if it were in law, to do an effective job of manpower coordination and planning.

MR. ADAMS: I'd like to say, Chuck, that the Public Employment Service from the days of Wagner has had a very clear mandate to establish a very effective clearance system for moving people among geographical areas and for filling jobs across the state lines. It seems to me that one of the serious criticisms that can be made of the Employment Service is that it has never fulfilled that mandate very effectively.

You now have a network of 120 professional offices and you have tried some experimental programs with the use of teletype equipment. I understand that experiment has been dropped for some reason or other.

MR. ODELL: It's been dropped because it worked better within the area than it worked on an interstate basis.

CHAIRMAN CORSON: Let me try to relate the points that you made. Chuck Odell is saying that there is no clear mandate. I think that's asking for what you haven't earned yet.

Leonard Adams is saying that there is a clear mandate, at least for a clearance system.

I'm saying that that's been in the statute since I was director of the U.S. Employment Service and you could enforce it then but I don't know if you can do it now.

LET me tell a story about World War II when migrant workers were coming up the East Coast. Labor was scarce in those days. Workers from South Carolina were going north. Then the governor of South Carolina issued orders to the director of the Employment Service that he was not to refer any of those workers further north. You could imagine what had happened in North Carolina. Farmers had begun to complain really bitterly. You remember the Federal Service was supposed to be the boss. I was supposed to be able to tell that director in South Carolina that he should refer those workers along. I did, but he said, "Look, we have got to live with the governor down here. If I don't do what you say, I might lose my job and I might not. If I don't do what he says, he says he's going to jail me."

So then I called up the then executive director of the Council of State Governments and I said, "Frank, I wish you'd call your governor down there and get him to be reasonable. He should realize I'm supposed to be in charge of the Employment Services these days." He says, "Yes, you're supposed to be, but after all, he's calling the shots, isn't he?"

All it meant was, it seems to me, that we have not yet gotten to the point where we are willing to make the shift of people from one area to another when it endangers local applicants. We have not yet gotten to the point where we accept that shift, that mobility we think of ideally.

WE have not yet gotten there, but having said that and thinking about Chuck's point as to the need for acceptance of manpower planning, I'd urge you to think how far we have come since 1946 with the enactment of the Full Employment Act. We have gotten to the point where we are concerned with keeping that index of unemployment down.

What statistics do we have that are better publicized every month? Perhaps the price index, but if there is any other, it is not the net index of unemployment. As a venturesome soul and a fellow committed to wager when the odds are good, I would lay you a bet that there will be no President re-elected within whose term that index goes up two full points.

Well, we've talked about manpower planning. I'm saying that in those 20 years we have emerged to the point that we have accepted the goal that our government should do what is necessary to keep unemployment down. We have raised our sights now. We are not content with 6 per cent after we are no longer content with 5 per cent. We have gotten down below 4 per cent and we are finding that to reach further we have got to do some things we haven't done before. We have got to reach out and train the disadvantaged. We have got to reach out and find the disadvantaged that really have given up looking for jobs.

And that poses the ugly problem that has already been stated. And I think it was Chuck who stated it: How does the Employment Service break what has for 30 years been an intolerable problem? How does it find all of the qualified workers in the community? How does it become important in the labor market so that it can become in fact a comprehensive manpower agency and at the same time reach for the disadvantaged and help them equip themselves?

Some of Fred Fischer's quotations from employers are cast in terms to the effect that the Employment Service has an oversupply of many copious "do-gooders." Well, this is what they're talking about. The Employment Service wants to find the disadvantaged, wants to help them rise up this ladder of occupational mobility. If we are going to accept this goal of getting that 3.7 down to 3.5 or 3.2, we have to do that.

How do we bring within the confines of the Employment Service both of these activities, the professional worker and the disadvantaged youth or Negro or older worker who has been disadvantaged?

MR. FISCHER: I wanted to talk about this particular comment. There is some reference in the Task Force report to mobility but I have heard this subject discussed many times. There is just one thing that was left out. Supposing a guy doesn't want to go?

An employer would like to get men to move from Watts to the plant in Burbank. But think of the guy in the corner wrapping bundles and saying, "Look, there's a better light over here and it's nice and cool." He won't go from that corner of the room to this, and here you're telling us he's going to go from Watts to, say, San Francisco with no guarantee of permanent employment, no house generally and where there is one its rent is higher than he wants to pay, and all of the rest of the things that goes with this. Forget mobility. The guy won't go.

REMARKS: It seems to me if the Employment Service has been concentrating on the semi-skilled and unskilled and is trying to work out with the disadvantaged, one of the significant problems is that they are the very people alienated from the Employment Service by the attitudes of the people that work there.

One of the big problems that we have with people that come to our office is that they refuse, absolutely refuse, to use the Service. Before you can start planning and before you can start talking in terms of manpower training, before you can start talking about mobility or any other programs, you have to start dealing with the people who need these programs.

Whether they have seen them once or twice or three times, they are completely alienated from this Service. It's not an accusation in saying that the Employment Service is not doing its job. It's just a question of the people whom you're trying to deal with and their attitudes towards the Service, forgetting the employers' irrational concept of the Employment Service.

And I would mention just one thing: There is rather an effective program in Philadelphia which branched out in Watts.

MR. ODELL: Yes. I'd like to speak on this. It happens to be concerned a good bit with what is being said. One of the reasons in implementing this idea of an adult outreach, that we try to involve indigenous personnel in neighborhoods is because of our experiences in Chicago, Houston and other places where we have tried to establish some kind of meaningful relationship with the people you're talking about.

They are not just alienated to the Employment Service. They are disengaged and alienated from the establishment as they see it, and the Employment Service is one part of it.

We have had some success in Houston, for example, because we have used neighborhood workers to do the essential outreach contact with the Corps. We have worked very hard to develop some kind of immediate, visible evidence of the fact that something is going to happen as a result of outreach in terms of spotting people into both jobs and training opportunities.

WE have had very little slippage from the point of initial contact with the people who say they are interested in employment or training. They are showing up at employment offices for screening and referral.

REMARKS: The big problem, it seems to me, is that all the governmental agencies—OEO, the Employment Service, any other services or welfare bureaus—refuse to give up any of their autonomy to deal with the central problem.

MR. FISCHER: May I address myself to the statement being made, which is not alone true of the Employment Service. It's also true of every agency that works with the disadvantaged people in communities. In New York City one large agency working directly with the disadvantaged was trying to recruit people for what we call a basic education program. There were 250 openings to fill. They were unable to recruit that number. They went to the Employment Service for assistance.

CHAIRMAN CORSON: Well, I find something missing in this conversation. We are talking about alienation. We talk about a refusal to go to the agency. I find missing the "why."

Have we learned this? What do we do about it until we learn why this alienation exists? With the conversations so far it suggests that it's not only the Employment Service. It is most of the established agencies, but why—

REMARKS: Well, to answer your specific question as to the "why", I think historically you have to go back to the beginning. At one time you couldn't find jobs for these people—the indigent, the disadvantaged, the noneducated and the unskilled—because the employers wouldn't hire them. And that started this vicious circle that you're talking about. If you couldn't get them jobs, they no longer came to your agency and they thought it was a waste of time to come to your agency. That's the "why".

CHAIRMAN CORSON: There is one other point I would talk about and it was started today in the words of Willard Wirtz. The Employment Service must treat individuals as individuals rather than give them an institutional treatment.

Now, to carry what I'm saying one step further, it suggests that the Employment Service has got to cope with a damnable problem of great size and still keep their services individualized.

QUESTION: Wouldn't it be correct to say that most disadvantaged people are this way or have this attitude towards any social agency because none have ever helped them before? Why should they start going to the State Employment Service and new social agencies when they didn't have any success in the first place?

MR. ODELL: This gentleman who mentioned the OIC in Philadelphia—this is in line with what Leonard Adams was talking about. He used the term "Sheltered Work Shop".

I'm not sure we want to have that for the disadvantaged as such. But conceivably what Leon Sullivan has done in Philadelphia is to provide a bridge, an arrangement in which these people are moved into a program which ranges from so-called basic education—that starts really with trying to instill a sense of worth, of their own value—to what is called pre-vocational education.

LATER, they move on into some kind of specific vocational training. Our evaluation is, however, that he is doing something that no one else is really prepared to do and in that sense it serves as a sort of visible model of the fact that something effective can be done and should be done. This is very similar to what happened with much of the war training that all of us abhored. People moved in and out of training spots in the war training program, never really completing a course but giving visible evidence to employers who were hungry for workers regardless of the fact that however disadvantaged they may have thought these people were in the past, they could do something at a machine station. . . . Therefore, we were willing to come in and take them off the line before everyone finished the training. Now, that is essentially Leon Sullivan's program and I think it has real merit in bridging the gap that you're talking about between where these people are, how they feel about the established agencies and where they go in moving into competitive employment.

Incidentally, employers have also had their arms twisted that it's their responsibility to hire.

My favorite story, John, is the neighborhood boycott of Pepsi Cola and Tasty Cake. They boycotted them until both companies came around and agreed to hire a significant number of people. They didn't call it a boycott. They called it something else. But the net effect of it was to convince each employer that he had to change his attitude toward hiring many of these people because they were largely consumers of his products.

REMARKS: You asked a rhetorical question, I think, John, as to whether or not the Employment Service is or can be that service which can encompass all of these various policies and procedures that you were talking about. I'm biased. I think, yes. I think the example is that of the European countries about which Leonard Adams is concerned which have all of these programs under one agency.

Panel II

THURSDAY AFTERNOON, JUNE 2, 1966

CHAIRMAN: **JAMES R. DUMPSON**
Professor and Associate Director
School of Social Work
Hunter College

PANELISTS: **WILLIAM E. JOHNSTON, JR.**
Education Research and Program Specialist
Office of the Disadvantaged and Handicapped
U.S. Office of Education
Department of Health, Education and Welfare
MRS. DOROTHY C. SPAULDING
Employment Security Superintendent
Division of Employment
New York State Department of Labor
REESE HAMMOND
Director of Research and Education
International Union of Operating Engineers
WILLIAM B. WALKER
Vice President, Corporate Personnel
Xerox Corporation

TRAINING THE DISADVANTAGED

WILLIAM WALKER
REESE HAMMOND
JAMES R. DUMPSON
MRS DORO
WM. E. JOHNSTON

James R. Dumpson, professor and associate director, School of Social Work, Hunter College, chairs the conference panel session on "Training the Disadvantaged." Other panelists shown, from the left, are William Walker, vice president, Xerox Corporation; Reese Hammond, director of research and education, International Union of Operating Engineers; Mrs. Dorothy C. Spaulding, employment security superintendent, State Labor Department's Division of Employment; William E. Johnston, manpower specialist, U.S. Department of Health, Education and Welfare.

Who are the disadvantaged? What characterizes them? Who is best equipped to reach them and train them? How is it being done—by the unions, the corporations, government? This questioning provided a springboard for the discussions of this panel.

PRESENTATIONS

CHAIRMAN DUMPSON: The program assigned to this panel is discussion of the means necessary to qualify the unqualified for productive participation in the mainstream of American life.

I thought, as your chairman, that I might raise certain points with you at the outset so that you might listen to what the people have to say and see if they cover any of these points. If they don't, then it becomes your responsibility to inject at least some comments on these and other questions which you might wish to have reflected in our discussions.

IT seems to me that there are about six points that we ought to keep in mind during this discussion:

1—One of them is that we know or agree on who are the disadvantaged and whether the term "the disadvantaged" is synonymous with the term currently in use, "the poor." In other words, are we talking about the poverty group or are we talking about a disadvantaged group that is larger than the currently so-called "poverty group?"

2—As we think about training the disadvantaged, however we define it, we need to know—to identify—some of the characteristics of this group about whom we are talking.

3—I suggest that we keep in mind the very important question and that is: Training for what? What is it that the so-called disadvantaged in the training process might expect in terms of employment? It seems to me that gets us into the whole area of pre-employment needs, future employment needs and relating that to the impact of technological automation. And I hope somewhere along the line to suggest a new way of defining work, a new concept of employment—separating work from economic productivity and income security.

4—The types and levels of training experience that the group we are talking about should experience and in what kind of training programs. Then as you would very well expect from your chairman, who is a social worker, he would be thinking in terms also of what kinds of auxiliary supports are required during the training experience—such things as counseling, financial support, health support, the social amenities and the social skills without which no training or retraining is effective or productive.

5—How do we reach the disadvantaged for involvement in whatever we design as a training experience for them? This includes the problem of recruitment; it involves including means for the motivation and retention of the trainee in the training experience.

6—Who is responsible for what in the training opportunity—government at the federal, State and local level, industry, the unions?

Then hopefully we can end the session not necessarily with agreement on, but certainly suggestions for direction that the Governor's office in the State of New York, in particular, should be taking in reviewing and, if necessary, in revising its program for this particular aspect of our manpower situation.

MR. JOHNSTON: Disadvantaged youngsters may face a tomorrow of promise and challenge or a tomorrow of poverty and despair. Which tomorrow they face will depend upon the instructional changes schools, industries, and labor make to equip these youngsters and their parents to fit into the rapidly changing world of jobs, occupations, and careers. Disadvantaged youth have not succeeded in their academic work in the existing sequential program in traditional schools and have disclosed behavioral patterns that can serve as guidelines for revision of programs to better meet their shortcomings. Not all poor youngsters are disadvantaged and not all youngsters from affluent families are advantaged.

The characteristics of disadvantaged youngsters which may be used as guidelines in planning training programs are:

1—They are often handicapped academically because of low scholastic ability and/or lack of educational and cultural advantages. They may be retarded by one or more grades.

2—They are at a disadvantage with other students because of low reading ability, lack of verbal fluency, inability to think abstractly, low capacity for deferred gratification, short attention span, and slowness of learning.

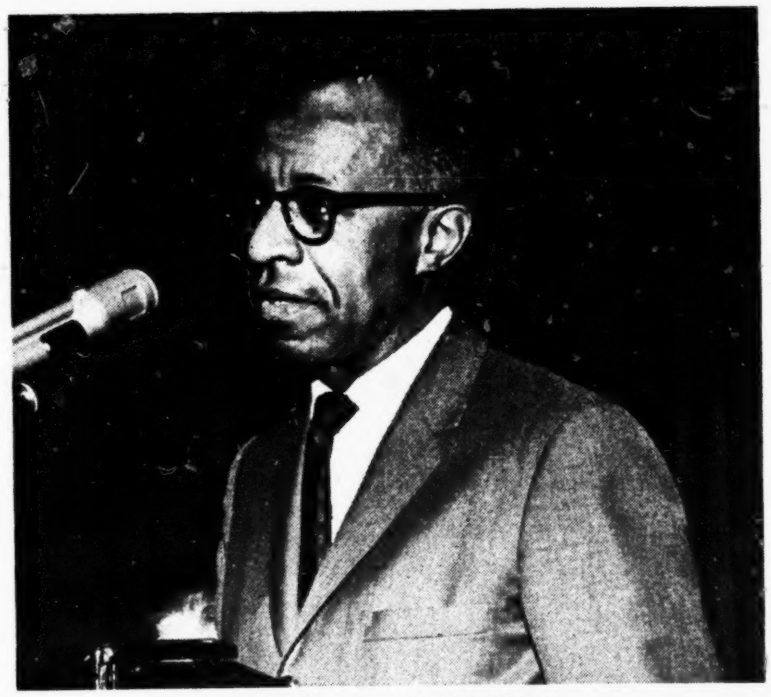
3—They seem to lack self-confidence and often develop negative self-images.

4—They frequently are mobile and not motivated to develop their potential abilities or to pursue the type of school curriculum most worthwhile for them.

5—They feel that they are second-class citizens at school and as a result do not like school; believe that they cannot learn; and feel that their teachers neither accept nor understand them.

6—Their manners, appearance, and attitudes are different because of their cultural backgrounds.

7—Their homes, which usually are in poor repair and lack privacy, may be crowded, noisy, and disorderly; meals are irregular and inadequate nutritionally; family members frequently bicker and quarrel. Often the father is missing. His absence puts added burdens on the mother and the youngsters. Therefore, the disadvantaged youths lack adequate models to emulate.



JAMES R. DUMPSON
Panel Chairman

8—Because there is a lack of opportunity for the youths at home or in the immediate neighborhood to become acquainted with a way of life different from their own or with persons in occupations of a higher status than those with whom they associate, they may not be motivated to want something better.

9—Standards and mores of the peer group, as well as those of the family and neighborhood, may discourage these youths from aspiring to a higher level of achievement or way of life.

10—Often they lack money for clothes and incidental expenses for attending their training programs and participating in activities.

On the positive side, studies made of disadvantaged students have revealed the following characteristics related to their abilities:

1—They are creative, motivated, and proficient in areas where their interests lie. If they feel a thing has little or no relevance to their needs, as they perceive them, they will consider it useless or a waste of time; this is particularly true of abstract ideas, plans for the future, or subject matter which they have never understood in terms of its purpose in their overall education.

2—They are capable of working well and hard on a specific task or assignment which has a purpose for them—for example, taking courses which will result in a job or scholarship leading to a career.

3—They have a capacity for close and loyal personal relationships. This is especially true of relationships with their peers. Because of their need for sustained associations, they find in each other the support they need—but seldom get—from adults. However, once an adult succeeds in winning their friendship and trust, especially in times of crisis, he will continue to receive their loyalty and support.

4—Unusual experiences make a deep impression on them, as they do on all youngsters. By not having parents who converse with them of past happenings in their lives, these youngsters will best remember repetitive events or experiences of importance to them.

5—The mental associations they make with familiar objects often differ from those usually made by the general public. For example, a building with a store front is as likely to represent a church as one with a steeple.

6—They may be slow to make non-personal references. It is hard for them to imagine or visualize impersonally, because they have not been encouraged to use their minds in this way. They believe only what they can see, feel, and prove.

Improvement in the lives of the disadvantaged requires an improvement in the education of those who inhabit the slums and a drastic change in their employment prospects. Under the Economic Opportunity Act of 1964, 24,866 youths are enrolled in 100 residential centers throughout the country for young men and women, 16 through 21, in a coordinated program of basic education, skill training, and constructive work training. Their living conditions in these Job Corps centers are greatly in contrast to what they had experienced in their slum neighborhoods and ghettos. As they learn a better life through improved living surroundings, they will be motivated to strive for upward mobility. As these youngsters gain marketable skills in the Corps, they will realize that they are prepared and qualified for the seizing of opportunity. However, some will experience stunting influences from massive barriers of social prejudice that remain.

IT is interesting to note that industries and other agencies not in the business of education and training have contracted with the Office of Economic Opportunity to operate Job Corps centers for the training of disadvantaged youth. For example, Packard-Bell Corporation; Basic Systems, a subsidiary of Xerox Corporation; Burroughs; General Electric; Philco; Economic Systems, a subsidiary of Aviation Corporation of America; and Training Corporation of America, a subsidiary of Westinghouse; the YWCA and Alpha Kappa Alpha Sorority. It is anticipated that bold, new, different, and innovative techniques and approaches to training disadvantaged youth will emerge from the Job Corps centers.

A second OEO program aimed at disadvantaged youth is the Neighborhood Youth Corps, delegated to the Secretary of Labor for administration. This program provides full or part-time work experience for youths, 16 through 21, to enable them to stay in or return to school, or to increase their employability. Some 301,992 participants in 1,058 projects are receiving on-the-job training in hospitals, settlement houses, schools, libraries, courts, parks and playgrounds.

OTHER poverty programs include:

The College Work Study Program—Provides part-time employment of college and university students from low-income families. On-campus jobs include dormitory and plant maintenance, food service, clerical work, library indexing, laboratory assistance, and others. Off-campus employment, conducted under agreement with public or nonprofit organizations, includes placing students as tutors, youth workers, recreation leaders, community service aides. This program is delegated to the Secretary of Health, Education and Welfare for administration.

Project Upward Bound—Designed to give more youngsters from low-income families an opportunity for post-high school education. It acts to remedy poor preparation and motivation in secondary school and thus increase a youngster's promise for acceptance and success in a college environment. In brief, it is a pre-college preparatory program designed to generate the skills and motivation necessary for college success among young people from low-income backgrounds and inadequate secondary school preparation. The project has awarded grants for fiscal 1966 to 216 schools to serve 19,901 students.

Adult Basic Education Program—Provides assistance to states for special programs of literacy instruction. Allotments are made to states based on the number of adults 18 and over with less than a sixth grade education. This program is administered by the Secretary of Health, Education and Welfare.

Work Experience Program—Provides funds for projects to help unemployed fathers and other needy persons to gain work experience and job training. Directed primarily toward jobless heads of families in which there are dependent children. This program has been delegated to the Secretary of Health, Education and Welfare for administration.

Community Action Programs—Provide financial support for local anti-poverty campaigns in urban and rural areas, on Indian reservations and among migrant workers. Projects in local antipoverty programs include: Remedial reading, literacy instruction, job training, employment counseling, homemaker services, job development, vocational rehabilitation and health services, among others. The program enables communities to attack the network of problems with a network of positive, varied, coordinated programs. Federal assistance depends on the community's determination to (1) mobilize its own public and private resources, (2) develop programs of sufficient scope and size that promise to eliminate the causes of poverty, (3) involve the poor themselves in developing and operating the antipoverty attacks, and (4) administer and coordinate the community action programs through public or private nonprofit agencies, or a combination of these. Some 3,024 grants were made during fiscal 1966.

SPECIAL Programs to Combat Poverty in Rural Areas—Provide loans and technical assistance to help very-low-income farm families increase their income from farming or in other ways. The loans also will assist other rural families develop new opportunities for earning added income. In addition, there will be loans to start or strengthen cooperatives serving these families.

Assistance for Migrant Agricultural Workers and their Families—Provides grants, loans, and loan guarantees to assist states and localities for special needs in housing, sanitation, education, and the day care of children.

An Employment and Investment Incentives Program—Provides up to $25,000 for small businesses not eligible under other loan programs. These include: retail and service enterprises employing three or fewer persons, such as luncheonettes, filling stations, drug stores, barber shops, delicatessens, beauty parlors, furniture movers, cleaning shops, et cetera.

A UNION of industry, local, state and federal governments is required. Ways must be found to continue successful and effective programs in the communities after the federal allocations are spent.

What directions should OEO and other disadvantaged-oriented programs take?

It would seem desirable to have these programs reduce the anxieties these youngsters have experienced from repeated failures in school. The programs should be an ego supporting undertaking rather than destructive to the ego of the disadvantaged. Testing should be de-emphasized in schools and in out-of-school training programs and employment. Reissman, Sexton, Kaback, and others have documented the fact that mental ability, standardized achievement tests, and projective techniques are unsuited for disadvantaged youngsters who are poor readers, poor spellers, and have limited vocabularies. The use of techniques that are unsuited for this population serves no useful purpose.

THERE are too many diagnostic procedures and too much analysis of human potential in our society. These instruments seem to scientifically justify the handicapping theory of fixed intelligence. The fact that disadvantaged youngsters are labeled slow, and have been assigned to special classes has intensified their deficiencies and has destined them to intellectual backwardness with all its tragic social consequences. A positive approach in which it is communicated, verbally and nonverbally, that all "normal" persons can and will learn, will produce positive results since each of us responds in terms of the expectations of others as we perceive them.

Non-directive instruction, like non-directive counseling methods, must be modified in dealing with disadvantaged students. Teachers need to be more aggressive and actively involved in demonstrating, convincing, and informing disadvantaged students and their parents of the opportunity structure that exists within the community and the world of work if they prepare themselves. This cannot be achieved by inference or with long-term, passive intellectual exposure.

THERE is a need for greater acceptance by industry of a role in the training of large segments of our population. Industrial establishments should make their facilities available in the evening, from 7 to 11, for the training of youth and displaced adults on their equipment, under the supervision of a foreman and/or skilled workers. The fact of the matter is, industry should make equipment available on a broad scale to trade, vocational, and technical schools.

Vocational high schools might add courses to train teacher aides, counselor aides, nurse's aides, and numerous other professional aide programs. Colleges should offer programs to facilitate persons trained as aides to escalate to professional career status.

There is an obvious need for schools to train for service jobs such as custodial service, duplicating services, family service aide, food preparation and service, home mechanics, lawn and garden care, painting, decorating, and furniture refinishing, shoe repair, small appliance repair, valet service, et cetera.

EVALUATION of successful training programs should be ongoing. Information as to what is being done, what works, and what does not work, should be assembled and disseminated throughout the country so that we may tie in elements of a variety of training programs and provide more comprehensive, successful programs for individuals with special needs.

MRS. SPAULDING: Who are the disadvantaged? How do we reach them? What do they need if we are to enable them to become a part of our manpower strength, if we are going to meet long range manpower needs, if we are going to enable each individual to reach his highest potential.

First let me describe the youth services in New York City. Youth services in New York City encompass a three-pronged program. We are actively engaged in a joint program of counseling and placement with the Board of Education. This program started in 1950 with one counselor assigned to several high schools. Because of its success as an excellent example of cooperative effort, this program has expanded to include 41 academic high schools and 14 vocational schools. The important factor in this expansion has been the mutual desire of both the Board of Education and the Division of Employment to supply the needed counseling and placement services to the youth of the city.

WE have four Youth Opportunity Centers in New York City actively recruiting and screening for manpower development and training facilities, including the multi-occupational training project which is geared for those young people who are in need of both job orientation and basic education. Our Center counselors also refer their clients to the Neighborhood Youth Corps, the Job Corps and for placement in private industry. Our staff is also working on the premises of the Armed Forces Induction Center, interviewing selective service rejectees.

In addition, special cooperative programs are in effect with other public and private agencies. Mobilization for Youth, JOIN and the New York City Youth Board have our New York State youth services' counselors and placement interviewers working directly on their premises. Recently the State, working closely with a number of the city anti-poverty agencies, recruited 1,200 young men to participate in a special police cadet training program, funded under the Federal Manpower Development Training Act.

THE third aspect of our program is a centralized job development unit which is staffed by personnel who are especially trained to work with employers and assist them with their recruiting of young people and urge them to use either students or school dropouts. Our job developers are interested in securing jobs that will offer training to our youngsters, and perhaps be stepping stones to bigger and better things. Each day a job bulletin published by this unit is disseminated to more than 100 different youth offices in New York City. Employer response has been gratifying, and the types of job openings being received are basically excellent training spots for any youngster who is willing to accept the challenge. During the month of May more than 1,800 job openings were placed with this unit.

Whom are we talking about? In our Youth Opportunity Centers we see the product of poverty, deprivation and all kinds of discrimination in a large urban area. The youngsters we see are hostile, insecure, uncommunicative, wrapped in a hard shell that apparently defies penetration. Out of school, unable or unwilling to find a job, frustrated continually in their daily activities, they find each day a struggle to survive. Problems in the home compound their difficulties. Their lack of self-esteem may be reflected by a belligerent or reticent exterior. They are caught up in a cycle of poverty which appears to be insurmountable.

AS you know, the Neighborhood Youth Corps has been one of our most effective resources in obtaining training for young people. This program offers paid part-time employment to in-school youth, (15 hours per week), designed to permit the youngsters to complete their high school education. The program also provides for fulltime employment (30 hours per week), for out-of-school youth.

Prior to October 1965 the Department of Labor was designated as a referring agency and worked very closely with the several sponsoring agencies, such as the New York City Department of Personnel, United Neighborhood Houses, and the Community Council of Greater New York. The sponsoring agency is responsible for the on-the-job training; the referring agency is responsible for supportive and follow-up counseling, and also for placement in the labor market when the youngster has developed to the point where he can compete. In 1965, youth services' counselors in New York City had some 1,422 youngsters enrolled in Neighborhood Youth Corps. To service these enrollees effectively, close cooperative arrangements had to be worked out. Joint meetings were held where representatives of the various agencies met and worked out administrative procedures. Meetings were held with job supervisors and counselors to expedite the exchange of pertinent information on the progress of the enrollees.

THESE arrangements were not flawless—many hurdles and rough edges had to be overcome, and some still remain, but generally, the program operated smoothly and the youngsters benefited by their experiences. Fluctuations in staff among both counselors and job-site supervisors caused complications that eventually were resolved; but on occasion enrollees have been without needed supportive services for short periods of time.

The enormous amount of forms, reports, and statistical data that had to be processed put a tremendous burden on both the sponsoring and the referring agencies.

Reducing staff turnover, an eternal agency enigma, could be a full topic for another seminar. The same may be said for streamlining the clerical data that must be processed in a cooperative program of this type. Despite the magnitude of these two problems, they must be attacked head-on to enable projects of this type to reach peak effectiveness, and it is necessary for the agencies involved to focus on the common goals of the program, and not be confounded by organizational or structural differences. As a referring agency, our responsibility was to reach the youngsters. Reaching these youngsters who need the program is a major part of the problem and is not easy. What can we tell the newly assigned counselor to help him communicate with his client? In dealing with the disadvantaged youngster, the counselor must be reminded that the "don'ts" may be as important as the "do's."

DON'T talk excessively to the youngster—he has heard it all before. He wants action.

Don't tell him how you sympathize with his problems, and realize he has had a hard life. Youngsters from disadvantaged backgrounds are more perceptive in some ways than many adults. They can spot a "phoney" immediately. These boys and girls have grown up among hustlers, con men, prostitutes and criminals, and while they may not be able to read or write too well, they are sophisticated beyond their years in many ways.

Don't offer things that may not be available. The job training programs must be factually presented and not distorted or embellished. Many disadvantaged youths have been disappointed so often that if you are unable to produce, you will lose their confidence immediately. The experienced counselor recognizes the limitations of his resources and does not oversell them to his clients. Once the youngster reports to our Youth Opportunity Center, the counselor must exercise keen judgment in determining how best to communicate with the youth, and how to meet his needs.

MANY resources may be available—the Neighborhood Youth Corps, training, part-time employment, stopgap employment, openings that offer future advancement. Most of the youngsters need immediate material rewards to maintain themselves. Counseling is generally more effective if the youngster is actively engaged in a meaningful training program. The importance of the counselor-client relationship cannot be over-emphasized. Our experiences have shown that youngsters willingly continue to return to their counselors for supportive help even after they are placed on jobs, or in training programs, or return to school.

Illustrative of this relationship and its value are the many letters received by our counselors and community workers from youngsters who are in Job Corps as far away as California. These youngsters probably had never traveled further from their neighborhoods than Coney Island. It is very rewarding when our staff receives these letters which contain thanks, gripes, suggestions, but most important, the letters indicate a relationship with the counselor, and they point up the fact that the young men are growing up, maturing and planning. Some quotes from letters sent to counselors are:

"WELL, to be honest with you, I really like the place and the people who work here, but I think it could be run with more organization."

> "Before I finish this letter, I want to thank you again for all the help you gave me. I really appreciate it. Don't worry about Steve and me; we're going to stay here and make something good out of this opportunity."
>
> "I am now in fractions in our math program. My employment interests are in the field of postal clerk. I feel that now I am near the point of joining the working force of

our country. There is nothing like being able to earn one's way, so to speak."

"I'M in charge of dormitory meetings, and I'm responsible for keeping the dormitory clean. I try to listen to what troubles the guys about the Job Corps and try to change it."

The letters are particularly gratifying since many youngsters were functionally illiterate when they were first enrolled in the Job Corps. They are very refreshing, especially when you have worked with them.

We have discussed who are the disadvantaged, their needs and how to reach them. I would now like to examine how the cooperating agencies may develop programs which will be beneficial to the young people. Certain basic steps must be taken if the youngster is going to profit from his work experience:

1—Orientation sessions should be held with all staff in the agency, even those remotely connected with the training of the youngsters. We have found that many questions can be resolved that may have caused serious problems. The lack of knowledge some otherwise mature employes display regarding the habits of disadvantaged youngsters is sometimes illuminating: Do they have knives? Will they be taking dope? What if they don't want to do anything when they report on the job? Were they ever in jail?

By giving staff a general description of the youngsters' background and by pointing out that these young people can develop into useful citizens with their help, many fears and doubts can be alleviated.

2—Trainees should be treated as people, part of the regular staff. They should not be isolated or be made to feel that they are different, strange or just another burden to their supervisor.

3—When trainees are assigned to the job, they must be given a complete orientation as to what will be done to help them, and what the youngster will be expected to do to help himself. Flexible limits must be set. The youngsters may be testing their supervisors to see what they can get away with. It is important to be sure the youngster knows what the rules and regulations are. The supervisor must always be fair and flexible; however, he must see that the trainees comply with the general standards of the organization, and he must take immediate action to head off any marked infractions. A basic rule for them to follow is to utilize good general personnel practices, keeping in mind the special problems of the disadvantaged youngster.

4—A primary responsibility of the training agency is to provide meaningful work experiences. By meaningful I mean to start where the youngster is and try to give him assignments that are challenging but within his range of accomplishment. Keep him busy, try to give him tasks that are diversified and interesting, arrange to have him progress to more detailed work as he shows growth on the job. Be careful not to give him "busy work" that does not have value to the agency or to the youngster. This is a quick way to lower the youngster's morale. You may say, "How can we do all this? Who has the time? Where do we find all these interesting and meaningful tasks?" We have the responsibility of assisting these young people, and if we accept this responsibility, we must be prepared to follow through. Canvass your staff, seek suggestions, look for new innovations. The details can be worked out. Allot the necessary time for organizing and planning your training program, and you will be rewarded by the progress the youngsters show on the job.

5—It is imperative that the counselor and work supervisor be in close communication. Problems on the job that cannot be resolved by the job site supervisor, should be relayed to the counselor, who should have the responsibility of calling in the youngster to discuss his job experiences, and help him work out his problems. While the counselor is responsible for arranging remedial classes and follow-up interviews, the job site supervisor should encourage the trainee to participate in after-hour educational courses, and to keep his follow-up counseling appointments. By showing an overall interest in the youngster, the job site supervisor can play a vital role in his development.

We must allot the necessary time to supervise them. We have not made use of the older retired worker who could be hired on a part-time basis to supervise and train the youngsters on the job. We have not made the general public fully aware of our programs, and private industry must be given a much larger part to play in the training of these young people.

MANAGEMENT must be prepared to plan fully and coordinate these programs, to extract the full benefits for the enrollees. We have too many crash projects of the hit-and-miss type, where adequate planning is obviously missing.

The one concluding thought I would like to convey to you is that my experience has shown that these youngsters from disadvantaged backgrounds have the capacity to grow and develop and become useful citizens. We must be committed to provide thoughtful, enlightened, meaningful training experiences, and take the time to work with the youngsters and treat each one as an individual.

MR. HAMMOND: First, I think we need a definition of "disadvantaged," and I suggest it might have two parts.

Secondly, I think we should look at the individual in 1966 and find out what responsibilities our society has, by consent, assigned to him in the area of his own economic development.

Third, I feel we should evaluate this role that society has given us to play.

Fourth, depending on our evaluation of the individual's role in his economic development, we should proceed forthwith to determine who should do what and how.

Lastly, when we have some idea of where we're going, and how we're going to get there, we should solicit the positive, meaningful support of all segments of society to attempt to achieve our goals.

To address the first question, I would like to suggest a long run answer which I feel has as much significance to this Conference as the more current—and probably more urgent—definition, that of persons receiving an annual income below a certain figure, or those with apparent physical or psychological handicaps.

I SUBMIT that any person is disadvantaged who has not reached his full capacity to function at the highest level he can in our present-day society. Let me quickly point out that this is not submitted as a "pollyannish" generality to avoid specific actions for specific problems, but rather to call attention to the ultimate, long range manpower problem. The last few years have seen tremendous breakthroughs in the concept of training and, quite properly, a large emphasis has been put on the training of individuals with sub-marginal incomes—The War on Poverty. The reasons are manifold, and all of them good.

The labor movement has participated in every phase of the development, implementation and operation of the Area Redevelopment Act, the Manpower Development and Training Act, the Vocational Education Act of 1963, and the Economic Opportunity Act, and much of the other social legislation to fit our human resources to our society's needs. But all of these programs must be recognized for what they really are—short-range, emergency programs that can do little except perhaps prime the pump of society's conscience and thus lead us to a permanent, lasting manpower policy, flexible enough to shape all kinds of human resources into a finer society.

THE second point—that responsibility which society has placed on the individual to set the course of his own economic development—is probably one of the most challenging areas we can discuss. Many of the people in this room can recall "Struggling Upward," "Do or Die," "Sink or Swim," and dozens of other vehicles turned out by one Horatio Alger, Jr., which extolled the virtues of hard work, honesty and the eternal reward for both. I don't think it ever was that way, but I know it's not that way now. But on the other hand, I think that there still remains in our Great Society a basic kind of underlying philosophy that respects individual ambitions and counts on them to spur people to achievement.

The ability to identify goals, the knowledge that these goals are achievable, the confidence that, in any given situation, an individual will get a fair shot at his goal—all of these things are essential to the proper functioning of a system based on reward for application. Factually, we know they don't now exist for all people in all areas.

BUT before attempting to pursue specific programs, I think the third question should be broached. Are we right to assume that our society will continue to function as a result of the millions of ambitions of millions of people? Is this concept valid today and will it be valid tomorrow? One of the most difficult concepts to overcome in the average middle-class American is a kind of hazy Puritan belief that hard work is good for the soul—that there is something of intrinsic value in plain hard work. I personally never was too convinced of this, and much prefer the old Hebrew philosophy that "work is punishment for sin"—and I don't feel I've been so bad.

The time will come in the United States when the hard fact of the matter will be that there is not enough work to go around and the individual who hoards his hours of work will be as unpopular a fellow as the World War II hoarder. Fortunately this situation will come as a result of the fantastic developments in technology, coupled with increased consumer demand, and will mark a new abundance of material wealth as the computer and its allied machines spew out mid-20th Century goods and services in ever increasing amounts.

BUT as the computer eliminates jobs and as the science of cybernetics grows larger, the jobs that are not eliminated must be spread around. This, ultimately, will mean a substantially shorter work week as the paradox of an increased work force and decreased human work load comes into focus and we so respond to it.

But I must admit to a continued conviction that while the machine does the work, people must still have the jobs. The nature of a "job" may be substantially changed, and we might not recognize some of the new job titles that are developed, but I submit that each individual capable of contributing to our economy must have a task to perform. And I submit further that the particular level of achievement an individual develops in his chosen field will depend on his own personal desire to excel, and his willingness to apply himself.

THESE introductory remarks serve only as a suggested answer to the question of evaluating the role society has assigned the individual in his own economic progress. Because, if we agree that the sum of our society is the millions of people who make it up, then we have laid out the blueprint for assigning responsibilities to the various segments of our society, including the labor movement, in training the disadvantaged.

If you will use as a frame of reference the general goal of permitting each individual to become the best he is capable of becoming in our society, then I would like to deal with specifics.

IN the first place, I don't see the labor movement and its many component local unions assuming primary responsibility for shaping or moulding basic attitudes on the part of individuals who are not equipped psychologically to cope with the simple problems of getting up on time to get a job and staying on the job. I emphasize primary responsibility because while I don't see many qualified psychiatrists who might have the key to helping such individuals relate to a work situation in our local unions, I most certainly do see a responsibility on the part of our local unions to assist any individual who gets to the job, to do his job properly.

If I may give an example, let me relate briefly the experience that our Local Union 545 in Syracuse, New York, had when they sponsored a Neighborhood Youth Corps program to train surveyor's aides for the construction industry. Our program called for 60 youths between the ages of 18 and 21 to be trained in three locations across New York State—20 in Buffalo, 20 in Syracuse and 20 in Keeseville. We had splendid cooperation from the Neighborhood Youth Corps, from the State Department of Public Works and from the New York State Labor Department's Division of Employment.

A POOL of 30 youngsters was referred to our three screening committees, each composed of a business agent and two surveyor instructors. Initial educational requirements of two years of high school were disregarded by the committees and selection was made mostly on the basis of attitudes and understanding of what the job entailed. Again, at the instructors' insistence, admission into the program was left open-ended for three weeks and, as one or two boys dropped out, they were replaced with new trainees. Despite the elimination of practically any education qualifications, and despite the extended period for admission into the program, we never had more than 49 trainees at any one time. I'm certain that this was not because there weren't any other boys interested in this training. The job pays pretty well and while it's a little rugged, it is interesting work and promises a good future with opportunity for advancement.

I'm afraid that we didn't fill our quota because we didn't really reach our potential in a meaningful way. We fell short of really communicating to at least 11 youngsters that the door was open to a solid future. Let me emphasize again that we had 100 per cent cooperation from the Division of Employment; we advertised in the paper; we advertised on radio; we contacted community action groups, and distributed applications in all of the Post Offices in the areas where commuting to the job site was feasible.

BUT we still failed. And in retrospect, I feel that we—and I mean all of us who tried to make a full and complete success of this program—just did not communicate.

So I suggest that the initial motivation of the disadvantaged should be recognized as falling into someone else's realm of responsibility, not the labor movement's. There are people better qualified than we to find the potential trainee and bring him to the program. It may be that part of the answer to this problem is a program similar to the one sponsored by the AFL-CIO Appalachian Council and West Virginia University, where 94 active trade unionists are going to school for a period of four weeks to learn, among other things, how to involve the disadvantaged in such programs as ours.

Short of such substantial efforts, however—and I might mention that the total cost of the Appalachian Council program is $250,000—I think we should look for closer cooperation between program sponsors and organizations with a reach into the pool of potential trainees.

ON one more negative note, I should also point out that some of the trainees who entered or enrolled in our program and then left, probably would not have dropped out if they had had professional counseling or had been better able to see the value and potential of their training.

We had competent assistance from the counselors of the State Employment Service, and in several instances, they scored remarkable success in keeping the youngsters in training, but I am certain we could have done better. So again, I would suggest a closer working relationship with program sponsors and those organizations which can give meaningful direction and encouragement to the attitudes and ambitions of the disadvantaged.

Speaking at last of the positive lessons we learned from our surveyor's aide program, I can state that they are many, and that our union found them encouraging.

OUR trainees had a wide spread in their formal education and previous work experience, but even those with the most limited background proved that they could be trained and, once they clearly understood their potential, that they wanted to be trained.

We learned that direct job application of theoretical knowledge encouraged further learning, and that by building blocks of job-specific knowledge, our trainees created a solid foundation on which to build their future careers.

We learned that it was important to our trainees to understand that they were entering a field where they could "make it" if they worked hard—that there was an achievable, worthwhile goal at the end of their training.

We learned that new-found knowledge was a source of new-found pride. And, perhaps most interestingly, we learned that the level of achievement of the trainees was not restricted to entry-level jobs, but rather—almost half of our boys went to work as instrument men—the intermediate level of responsibility in a survey party. Our instructors tell me that there is little doubt that many of these boys will go on to become chiefs of party—the top level of responsibility in a survey party.

BEFORE relating another example or two of specific programs in which trade unions have participated, I would like to develop one point a little further. The instructors that were used in our survey program were all fully qualified chiefs of party with years of experience in the field. Not one of them, however, held an engineering degree. They had learned their trade on the job and they taught the trade in job-specific terms. I think that this point may be the one most important factor to recognize.

If you are training individuals who cannot initially relate to the long range factor of developing complicated job skills, then you must be able to reach an attainable goal within a short interest span, and each task must be clearly related to its predecessor and its successor. I know of no better teacher for this kind of "tell-show-do" instruction than the operator on a lathe, the man at the bench or the girl at the counter. It would be a bold stroke of genius if we could solve our shortage of physicians and dentists by training dropouts for these professions, but I don't think we can. We must set modest, yet progressive, goals and design our programs to achieve them.

IF the trade unions and their members can give this type of job-specific training because of the clear association of specific tasks with specific achievement, then I submit there is another area where the trade unions fit into the overall picture. This is the development of work habits. I don't believe that the only answer to a particular "hang-up" that an individual may have is to spend a session on the couch. A new trainee, once having accepted his new role, and having been accepted by his co-workers, will be responsive to the judgment of his peers and will react to their constructive criticism. I think the trade unions have a great contribution to make in this area.

In summary it appears that on-the-job training is an ideal way to bridge the gap between the unemployed disadvantaged and the entry-level job holder. It is the most meaningful method of instruction to get people on the first rung of the ladder of success. Trade unions should—and the record shows that they will—cooperate both in preparing their members to assist the individual trainee learn his job skills and in creating an environment where the total job can be learned, not job skills alone.

IN the outline distributed by the sponsors of this conference, it was suggested that as part of my comments I speak on the role of unions in providing minimum skills and employment opportunities for the disadvantaged. I hope, to some extent, my general comments to this point have shown some things we can do. Aside from our Operating Engineers' program for surveyors here in New York, the union movement has sponsored programs in Oakland, California under the Neighborhood Youth Corps, where the Alameda Central Labor Council has run a program whereby 200 youths learned entry-level skills by working for community service organizations in a variety of needed projects. In Washington, D.C., the Building Service Employees International Union has sponsored a course for custodians, and 40 men and women have completed their training in doing custodial maintenance, as well as certain remedial courses in basic education.

IN Cincinnati the Central Labor Council played a key role in establishing that city's Community Action Commission and cosponsored a Neighborhood Youth Corps program with the Urban Rehabilitation Division which put skilled building tradesmen, crews of youngsters and owner-residents to work side by side on rundown houses in poor neighborhoods. All of these were good projects and provided certain minimal skills, but they are not enough.

I would like to return to my statement that any person is disadvantaged who has not become all of which he is actually capable. Here lies the real opportunity to open doors for the disadvantaged because as we enable individuals to move up the economic and skill ladder, we make room for new employment at the bottom.

There are hundreds of thousands of people in this nation, working fulltime at a job, who still are disadvantaged by any measure. They make less than $1.25 per hour; they cannot afford even the most meagre health protection; they have been denied decent housing, and they see family units split asunder under the economic pressure to have three and four wage earners in a family in order to earn one decent wage. They have knowledge of their jobs; they have ambition, and they have a desire to get ahead. But they are short of one thing—the skills to improve their position.

AND many, for economic reasons, cannot reasonably be expected to make the necessary investment in time and money to learn these new skills. This challenge is being met by the trade unions and others in this country and while the concept of self-improvement may smack of the "trickle down" theory to those who fill the jobs left open by the individuals who are upgraded, the entry-level jobs are real, and open up possibilities for advancement to the new employe.

Two specific union-sponsored programs under development in New York State are worthy of mention in this connection. District 65 of the Retail, Wholesale and Department Store Union has proposed the upgrading of workers under contract with its employers so that some 600 graduates from the Job Corps and the Neighborhood Youth Corps can be placed in the entry level jobs left open.

DISTRICT Council 37 of the State, County and Municipal Employees has developed a program in connection with the New York City Department of Hospitals to upgrade some 450 to 500 nurse's aides to the position of licensed practical nurse in a program that would span a two-year period. The job vacancies created by this upgrading will offer opportunities for some 500 individuals to get in on the ground floor of a career in the health and hospital services industry.

And lest there be any doubt about the desire of the incumbent nurse's aides to improve their position, I call attention to the fact that of the 8,000 nurse's aides questioned about the desirability of this upgrading, 2,400 responded affirmatively. I might, in passing, point out that the thousands of nurse's aides in New York City hospitals were, in the not-too-distant past, working for $1,800 per year. Now, through the efforts of their union, they have not only improved their wages and conditions, but they have the mechanics established for upgrading themselves.

IN my final comments I must return for the last time to the long range manpower program for your State and our nation. The training of the disadvantaged is an important part of the much larger problem of training our entire work force. In the area of manual work and in the area of the skilled craftsman the trade unions have, since their inception, met this problem with a reasonable degree of success.

The urgency of our immediate problem of putting the disadvantaged into the productive capacity of our nation should not and cannot overshadow the larger problem because the real future for all of us, advantaged and disadvantaged alike, rests in the full bloom of our nation's economy. We cannot settle for less, nor can we afford less.

In the course of my dealings with the many training programs under discussion with the Neighborhood Youth Corps, the Job Corps and with the private sectors of our economy, I have been impressed—and not particularly favorably—with a kind of disregard for any past practice, a kind of attitude exemplified by the Berkeley students with their signs that read "Don't Trust Anyone Over Thirty."

WE all understand the genuine concern of those who have so far to go to catch up with the rest of society, and I, for one, will always admire youth's ability to see only straight ahead. But this does not release the rest of us from the obligation to look sideways and backwards. Both ingredients are needed if we are to prosper. But being anti-establishment is not enough because ultimately, no matter how much the establishment needs to be changed, and will be changed, we're all going to have to live in it.

As a representative of the trade union movement in this nation, I'm very proud of what that movement has done to change our society for the better. And I assure you that we stand ready with other concerned organizations to develop the necessary short range and long range programs to give full economic opportunity to all of our nation's people.

MR. WALKER: I'm going to talk about a specific training program that we at Xerox have initiated for the training of disadvantaged persons who are not now qualified to meet our normal selection standards for entry level positions in our machine manufacturing division.

Those of you who are familiar with Rochester realize that we have one of the lowest unemployment rates in the United States—around 1.7 per cent I believe. In spite of all this, we have substantial Negro unemployment—approximately 13 per cent. As you all know, from the riots which occurred the summer before last, there is some social unrest in the slum areas. If we are going to continue to attract labor and operate successfully in the Rochester area, we have to be able to train and qualify large numbers of the Negro population to assume responsible positions in industry. This obviously will help us to solve our employment problems and can't help but contribute to the solution of some of the social ills of Rochester as well.

The project I am going to describe to you is called "Project Step Up." Before we begin, I want to make it very clear that we are not ballyhooing this as the great solution to Rochester's social ills because it is not. I think it is a model which will test the feasibility of programs of this sort and, hopefully, encourage other industries to do the same. The number of people in the project was only 16, a fact which limits its significance as a contribution to the correction of the social problems of Rochester.

Project Step Up was planned, designed, initiated and carried out jointly by Xerox and our union, the Amalgamated Clothing Workers of America. In the development of the program we also worked very closely with the FIGHT Organization. Those of you from Rochester, I think, know something of the FIGHT Organization. This is the Negro people's organization supported by the Rochester Council of Churches and developed under the sponsorship of the Industrial Areas Foundation, Saul Alinsky's group.

WE have had a most productive relationship with them. I think at this time it is safe to say that the program wouldn't be successful, either in recruitment of people or in development of some of the unique measures of motivation, if it weren't for the cooperation that we had from FIGHT. Their representatives, far better than we in industry, had an appreciation of the problems of the disadvantaged group we were going to work with. They helped us reach the disadvantaged through street corner recruiting and also helped us screen them against the standards that we had set up for the program.

Other community organizations were also most helpful in recruiting for the program. The State Employment Service brought over half of those who came for interview and the FIGHT Organization brought in just under half. The remainder were walk-ins or were referred by other agencies.

These people, initially, were very openly and highly cynical. They really didn't believe there was anything for them. They had heard it all before and with good reason they felt these were just more promises that weren't going to be fulfilled. So we had to caution interviewers that they could not rule out interviewees with open hostility to us and extreme cynicism, and to be very careful. This cynicism didn't really begin to subside to any great extent until about the third or fourth week of training.

LET me say just a few words about selection standards for this program. To qualify, you had first of all to fail the employment test. Incidentally, we interviewed 133 for this program. Of that number, 10 passed our normal employment standards and were hired on regular jobs so that in the process of undertaking the program, we opened up a new labor market for ourselves which we are continuing to develop.

But, as I say, they had to fail the employment test. They did not meet the normal standards that were established for reference checking. We pretty well threw our regular standards out the window in screening the group. I think it is safe to say we wouldn't have hired one of them under normal employment standards. Many of these individuals have police records. Most of them don't pass normal retail credit standards and some of them had never held a regular job in their lives. But we felt that we had to take bold steps in order to qualify these people for our entry level job in the machine manufacturing division of the company.

They would also have to be capable of moving up rather rapidly into more responsible positions requiring greater skill. We were rather anxious that these individuals not progress perhaps one step and then be locked into a low level position indefinitely because of limited ability.

Because of these rather special needs we thought it would be desirable to try to gauge the motivation of these individuals. They had to possess at least basic literacy and we defined this as fifth-grade reading level. Our goal was to step these people up in reading and math achievement to a level where they could pass our selection tests and perform effectively on the job. We thought a ninth-to tenth-grade achievement level would be necessary.

IN assessing an individual, how do you measure motivation? I think that any of you who are familiar with the normal selection procedures will all agree that there are not really good measures on the market for motivation among a group of people who are—and I hate to use the term—culturally disadvantaged. These people can't usually be measured against the normal standards of judgment for several reasons: Their level of literacy is such that these tests penalize them. As you know, there is general "test shyness" among this group because, over the years, tests have been used to discriminate against them rather than discriminate in their favor.

We had to create, and maybe this is the most significant development, a device to measure motivation. It took the form of a highly structured interview. The questions were developed to probe into a number of areas which would differentiate the person with desire to better himself from the person who had more or less given up trying. The specific items were developed from extensive interviews with people having first hand awareness of the life and problems of the urban poor.

To run very quickly through the procedure that we set up and give you some idea of the sort of things we were looking for: We wanted to know if each person's speech was intelligible. Since all jobs leading to individual progress required substantial communication we had to insist that speech be intelligible to a degree. Did he plan to remain in the area of Rochester for at least the next year or so? Was he willing to work shifts, overtime, etc.? And we had some unique items. We asked, for example, "Would you rather have a job that pays $2.20 an hour with no advancement opportunity or a job that pays $1.95 with an opportunity to grow?" This sounds like a very simple item to all of us, but it is one to discriminate the motivation. Did he appear to be alert?

Was he neatly dressed? Here, we didn't care whether he came in with a coat and tie, but was he clean and was he neat in his appearance? Was he applying for the program in order to advance himself or was he just looking for money? Was he currently employed? If unemployed, and the job were immediately available, could he start tomorrow? Had he held or tried to get jobs which indicate a desire for advancement? What had been his job seeking history?

Does he know where to go to find out about jobs if he is unemployed? Is he a member of any clubs or organizations?

Had he ever been married? If he had been we delved into such things as—does he help or would he like to be able to help support his family? We dealt, by the way, entirely with men. No women were eligible.

INCIDENTALLY, we have put out a screening handbook which describes the procedure in detail. It might be helpful not only in industry but in other areas such as social work. It has not been validated so it is still very much experimental. However we would be happy to make it available to qualified individuals who would like to give it a responsible try.

CHAIRMAN DUMPSON:

What is the title?

MR. WALKER:

"Screening Handbook, Project Step Up."

What kind of people did we get? We hired 16 individuals for the training program. You might be interested in what happened to the others. Twenty-five of the 133 were eliminated in the first interview. Twenty-three didn't appear for the second interview. Three were eliminated in the medical, which incidentally was lower than we expected. Seven were eliminated with reference checks since we did establish some minimum reference standards. For example, a recent felony conviction was one. Forty-two were eliminated because they fell below the fifth-grade reading level on an achievement test. Seven refused our offer or went somewhere else to work.

What kind of people were they? They had a mean reading grade level of 7.4 years, but a range of four to 11 years; a mean arithmetic level of five years with a 3.8 to 7.7 range; a mean age of 27.5 years with a range of 18 to 39. You might be interested to know that of the 16 people hired, seven were unemployed. Three had part-time jobs. Five were substantially underemployed. One had seasonal work. We paid them $80.00 a week during the training period.

NOW, what kind of results have we had? The program ended last week and I can say we will approach 100 per cent placement of these people. Not all, but the majority of them will move into the entry level.

We found an extremely high motivation. Tardiness and absenteeism rates were substantially lower than we had expected. During the big blizzard, four of these fellows in a car pool shoveled half a city block to get their car out so they wouldn't be late to work.

They had a tremendous pride in being part of the program. They were a group set apart. There is a little saga about a banana that demonstrates the level of motivation of the trainees—one of our fellows who was a third grade dropout from a school in Mississippi had had almost no knowledge of arithmetic. He went into a local grocery store and picked up a bunch of bananas marked 29 cents a pound and they weighed two and a fraction pounds. The clerk was doing the calculation on a paper bag. When he looked up, or trainee had the correct change on the counter and the clerk was astounded and said, "How do you know that?" The fellow said, "I work at Xerox" and he showed him his badge.

"Not all poor youngsters are disadvantaged and not all youngsters from affluent families are advantaged."

DISCUSSION

QUESTION: With the exception of Mr. Walker, the panelists seemed youth-oriented in their proposals. Have we given up on the adult disadvantaged group or are there activities that weren't brought out here?

MR. HAMMOND: The two programs I mentioned earlier both show a tremendous amount of imagination in dealing with the adult disadvantaged group. They are the program of District 65 of the Retail, Wholesale and Department Store Union to upgrade 600 employes, and the program of District Council 37 of the State, County and Municipal Employes Unions to upgrade 450 nurse's aides.

The key point here, I think, is that most of us started at the bottom and worked our way up. We have to make room for these people in the many services where they are needed so they can also move up.

Age would not be restrictive here in terms of entry level and opportunity.

REMARKS: I'm Sumner M. Rosen of District Council 37 of the State, County and Municipal Employes Union in New York. There are no age limits in the nurse's aide program. There will be, we hope, the kind of approach that Mr. Walker was describing in accepting applicants who are eliminated in the conventional screening techniques. It seems to me an important point is this: Can we convert dead-end jobs into meaningful careers?

Many disadvantaged persons are trapped in dead-end jobs such as nurse's aide positions. They have held them for 15 or 20 years and never developed higher level skills. What we in the union are doing is putting pressure on the City of New York and its hospitals by taking the initiative and converting health jobs into health careers.

MRS. SPAULDING: My initial interest is in young people. In New York City we do have a number of training courses going which are directed toward adults.

QUESTION: Mr. Walker, Xerox has a valiant project, but I would like to suggest you now set up a control experiment to train 16 of your flunk-outs, and then compare the results. It would have to be done in a very discreet fashion, probably in another plant. But this would indicate whether your results were sheer accident, even though you certainly had terrific success.

On the other hand, you might find that 16 individuals who flunked out would be just as well motivated, for example, as some of our better middle class citizens in the minor executive positions, who may take a couple of tranquilizers before going into a rigorous interview. It is part of our culture to drink; if we are anxious, we use the opiate that is accessible. I wondered if you would react to that after I ask Reese Hammond: Are we going to get a project for heavy equipment operators to compare with our success in the surveyor's aide project?

MR. WALKER: I don't want to overplay the drinking business. Of 133 interviewed two had been drinking to the point where they could not be interviewed. We wouldn't eliminate an individual because he had a couple of drinks.

We will get more courage as we go along. It wouldn't have been any good if we had fallen on our faces in the first go-around. We made substantial reductions in standards. I think we were terribly afraid that we would have trouble qualifying somebody even with that.

MR. HAMMOND: So far as heavy equipment operators are concerned, we have been actively discussing this with the Job Corps for just 13 days short of a year.

We are now in the position where we have managed to divert 10 bulldozers and a couple of front-end loaders from Vietnam through the Army and it looks like we have a Job Corps program, or maybe a heavy equipment course under the Neighborhood Youth Corps.

QUESTION: Have you had any thought about working with construction companies or construction organizations on this same idea? In the Plattsburgh area, your organization could find construction employers who are more than willing to donate equipment and loan people to give instruction.

MR. HAMMOND: If they have told you that, you are the first one. I should have a business agent or two from your area in this room. Employers are not quite that anxious to give equipment.

QUESTION: I would like to ask the panel if they have some dynamic recommendations for an educational program for the disadvantaged. What recommendations does the panel have on vocational versus academic programs for the disadvantaged?

Something also seems to bother me about the total of 143 in the Xerox program. How many were selected, 16? What happened to the balance of the 143 people interviewed for the job?

CHAIRMAN DUMPSON: You asked for recommendations on dynamic educational programs for the disadvantaged. So far we have been talking about disadvantaged youth, large numbers of whom are already dropouts or pushouts, so you don't have that kind of educational experience available to them, sir. I suggest you go back to what each of the dropouts or pushouts are, and who are the disadvantaged youths.

I think we can devise a dynamic or effective program, but it is going to require a revolution in the whole educational system. It is going to mean a new kind of teacher who doesn't despise the disadvantaged, who is prepared to give up the middle class value system or at least refuse to impose a different class value system on them. For some of the disadvantaged, it is going to mean complete revision of the social and economic practices—creation of a strong family life and a strong parent-child relationship conducive to learning. When you ask this kind of question, it seems to me that you go to the heart of some basic problems in socio-economic practice.

I'm surprised that only Mr. Walker referred to the minority. Of three other persons, no one mentioned the terms "Negro, Puerto Rican and Mexican-Americans" in discussing the disadvantaged. Percentagewise, there are a large number of Negroes and Puerto Ricans. On the West Coast there are Mexican-Americans, and in the middle U.S., Spanish-Americans. You've got to change the self-perception of the families with children before they can even begin to have a readiness for training and educational programs.

MR. JOHNSTON: I don't really know if I have an answer. I simply would like to comment that we have been more concerned with remediation than with changing curriculum patterns, and I think that the latter is what we need to concentrate on a little more.

REMARKS: Ralph Schmidt, Neighborhood Youth Corps program sponsored by the Utica Youth Bureau. We have been given a unique grant by the United States Department of Labor to see whether or not emphasis in speech will help these people. We hope in the future to have something on paper in terms of a workable program to help these young people communicate. Some at Xerox were phased out with speech problems. We are dealing with a whole range of speech problems.

MR. WALKER: May I say something regarding the question asked about academic versus technical training. I would like to emphasize again that the Xerox program was cut off at the fifth-grade reading level and that the reading tests eliminated the highest percentage of the candidates that we had. In other words, we eliminated 25 who didn't come to the first interview and 23 more who didn't appear for the testing. That brought us down to a base of 85. Of those 85 a total of 42 were washed out as being below fifth-grade reading level.

It seems to me that in almost any skilled position a reading level below fifth grade wouldn't be adequate. You never would be able to train people in technical skills who had such low academic achievement.

I also would like to clear up the question the gentleman asked about the selection ratio. We had 133 candidates. Twenty-six were hired, 16 in programs and 10 by direct placement. The normal selection ratio is 8 to 10 per cent of all applicants. We did substantially better than we have batted in the past.

MR. HAMMOND: I think you have got to create a sense of achievement early in training if you are going to have these guys or gals stay with it. The average trade union guy at the bench or on a machine can best help a disadvantaged individual, with his short interest span, make progress.

MR. VAN ARSDALE: Harry VanArsdale, New York City Central Labor Council. I would like to suggest that the people at Xerox had better get inoculated for a superiority complex. It sounds to me as if there would be a very great danger of that.

In order to understand something about this problem, our union in New York City some years back got together a group of about 60 people, union officials and shop steward members, and brought down approximately 50 per cent Spanish or Puerto Ricans, and 50 per cent other citizens and we visited Puerto Rico on a 10-day study tour. Then with a Negro group we visited Jamaica, and we learned a great deal. Next year a group of Negroes and Puerto Ricans will become journeyman electricians. We are developing some very fine men who might have been underprivileged. I suggest when you really get to know people, some you like and some you won't, regardless of race or color. When you like a person, you don't think about his color.

In our union, despite some critics who don't do their homework, for more than 30 years we have had experience with Negro members. You might be interested to know we have them as working foremen and general foremen. We have them as teachers, teaching our trade.

I think we all should make a real effort to avoid this superiority feeling.

REMARKS: Mr. Hammond talks about getting a person involved initially in some degree of success on the job. I think this applies to education, whether it be vocational or whether it be academically oriented. There is an initial attempt to get the individual to comply. Very often it is the job, the income from it or the fact that the person is involved in something in which he gains a sense of achievement, which allows him to behave in the manner desired by the employer. The disadvantaged haven't been able to gain this sense of achievement in some of the schools.

The main thing we are doing, I feel, is to create new labels to define people who are not behaving as we wish. We have missed the boat consistently because we haven't learned how to communicate on such points as those Mr. Hammond made.

I think that one of the panelists earlier said that in referring youth in one program in New York City to fulltime employment, the agency decided when the youth was ready to work fulltime. I think we are missing the boat here because youths need some experience in compensatory educational projects in our Neighborhood Youth Corps, or what-have-you. The experience allows them to test the theory that not only can they achieve in compensatory projects, but they can also achieve in the world of work.

QUESTION: I am working in a large rural area. The problem that we are faced with is immobility. We are trying to enroll welfare recipients in a training program. How do we obtain mobility among welfare recipients in a rural area?

CHAIRMAN DUMPSON: I might say to my colleagues in public welfare that welfare really should spend money to provide people with those things they need to help them engage in a training program. I won't stray too far out of the Public Welfare Department, but if they allowed some of the men who have an inexpensive car to use it to make them mobile, there might be a hue and cry about expense, but the dividend in terms of investment by the Welfare Department to help people avail themselves of some of the available work experience might be one of the most economical moves they could make.

MR. HAMMOND: I would like to talk to the point. On our surveyor's aide project in Keeseville, they made $40 a week, a buck and a quarter for 32 base hours. Some of them could commute. They also could live near the job site. Keep in mind that one way or the other about half of what they were earning was spent to keep them near the job site. I think the kids are motivated.

QUESTION: Everybody needs carpenters, needs people in the building trades and the building trades unions. Nobody talks about opening up the building trades.

Why not open up the unions to allow the underprivileged into the unskilled level?

MR. HAMMOND: I think that you have a terrific tendency to read a lot of newspapers printed by people who don't have much love for us, who incidentally have been very vocal and very active against the building trades.

Maybe you can give us specific examples when you brought somebody to the union who was qualified to work or was qualified to get ready to work. I want to mention once again that while we are ready to cooperate with anybody, and we will join hands with anybody in this beef to try and find some answers to it, we are not the best people to reach in there and find the people.

I find that the people who are qualified to find trainees, the social action groups of people who are on the barricade in this kind of quasi-revolution, don't always bring us particularly good guys. I worked in New York City for some eight years before I was sent down to Washington, and had an almost standing job of finding us some of these kids. At that time we were concentrating on kids; that is, anybody up to 30.

Find us some kids that we can place and let us bring them along. I think Mr. VanArsdale made a very good point that just because you don't hear some of the good things doesn't mean it is not being done. We have got to have the people. For you to make a flat statement that the trade unions are closed to the disadvantaged is unfair. I think it is unfounded.

REMARKS: I'm Barry Johnson from Equitable Life Insurance. For the past four years we have been working with dropouts. We have taken 25 of these youths. We have had a real problem mostly because of lateness and absence records, not because of ability.

The problem we find—I think it might be generalized to a lot of other major businesses—is that the initial job where everyone starts are just boring. They are very boring and progress up the ladder in a large business is radically slow.

We are in a quandary in trying to figure out just how this kind of program can be improved. As was mentioned, kids arrive with a cynical manner; these kids have dropped out of school finding that it was really not an avenue to the dreams or hopes that they have. When they come to a place like Equitable, they find that business also doesn't always have a ready avenue for dreams and hopes that they have.

I would appreciate criticism and any suggestions that directly relate to an educational process where, for example, we would take 25 guys at Equitable and give them one hour of time off from work during the day when they would have an instructor for a sort of self-education type of system. Afterward this group would meet together in more formal classroom discussions. They would work toward their own equivalency type of diploma.

Potentially, we could put them all the way through college. Business is in a real quandary in trying to upgrade the individual's educational level to make him more marketable. I would appreciate suggestions on this level.

REMARKS: I would like to react to many of the things that were said. I would sum it up by my feeling that everybody wants the good guys: "Send us a couple of good guys and we will take care of them."

Whether it is Xerox who takes the best X number of candidates out of 143 that it can get, or the schools and colleges, everybody can take care of the good guys. The pity is that the good guys are in the minority. The big problem among the disadvantaged is that there are more of the bad guys, if you want to call them bad, than the good guys.

The time has come to stop pouring money into programs which are in the nature of crash programs where everybody tries his best to do what he can to help the young people. Instead, let's try now to find out what it is about these programs that seems to work best.

We ought to sit down, organize and experiment and find out specifically what combination of factors, time, supportive services, vocational training and remedial services works best. Although we have to spend time and money for this, ultimately, it might be more efficient.

REMARKS: I think industry has to look at the standards set for entry into the various industries.

Three years ago we were living off the cream of the land. You could sit back and pick and choose well qualified people for your jobs.

I think we need to take a good look at the requirements of the job and see whether or not our standards might be too high, thereby eliminating some people who can't get by our basic entry tests.

Secondly, I would like to point out that in New York Telephone, we go into the community and try to help prepare people for entry into our company. We do this prior to their coming to us, being screened and possibly rejected. We work with the social work agency, using people from our company to go out and counsel with them. The agencies are very short staffed. They can't reach all the people. Industry can lend a big hand by providing counseling services.

QUESTION: It strikes me that many, many programs might be more properly described as "casualty and band-aid" programs. I continue to be impressed with the reports of business and social workers and other people here about the number of educationally handicapped kids coming from our school systems.

It seems to me the basic issue is how the schools can turn workers out who can read and work. One of the basic issues, perhaps, at the heart of all this is the possible value of getting modern work equipment—caterpillar tractors and bulldozers—in the schools. What is wrong with teaching construction trades through an integrated combination of education and work right at the school?

REMARKS: I would like to give another example of the action of industry in lowering standards. The New Jersey Telephone Company is training youngsters in four job classifications. After six months of attendance, eight hours a week, they are eligible for employment as a result of this orientation, plus their demonstrated capacity to hold a Neighborhood Youth Corps job.

REMARKS: When my firm was recruiting minority group members I received the shock of a lifetime. Comes in a man about 45 or 50 years old. He is totally uneducated. He comes from the peanut fields of Tennessee. He comes to me and he says, "Mister, I want to work. I have to work."

Well, you know, they send you the Wonderlic Test, the Activity Vector Analysis, etc. He says, "Here, young man, you take this test." He couldn't even read basic English. He impressed me so much that I took the test for him.

What I wanted to tell you is that he is one of the finest bakers in the Continental Baking Company. The issue here and everybody dodges it, is that the problem is a social one. Good God! From how many have you received sincere applications, and you have turned them down for one reason or another! Take them into your confidence and you will have success.

REMARKS: Take the figure of 60,000 dropouts annually from our school system. I just wonder what kind of revolution is going to attack realistically, in a reasonable period of time, the problem of the 60,000 kids we have dropping out of school.

The fact that we have the term "school dropout" to me is where the problem seems to lie. In some of the smaller European nations, mainly the Scandinavian, there is a track for those who don't continue in school. I suggest that our industry take note of that system and accept a greater responsibility for providing a greater share of our skilled manpower resources through on-the-job training.

I don't think we can dump the whole problem onto the public schools. We need to get a system of apprenticeship that produces a level of skill such that industry will recognize the holding of a certificate of apprenticeship to be as good as on-the-job training. The system of learning skills may need, as this other gentleman suggested, supplementary academic education.

CHAIRMAN DUMPSON: I wonder if I might summarize the afternoon's discussion for one minute. What you have just said gives me a key to what I shall say.

I would submit to you that being disadvantaged is not caused by trade unions or industry or the school system or some of the programs that we have. I think there is a much more basic type of thinking that we must look at.

We are dealing with a group of people whom we have termed disadvantaged, who are reflecting the gaps and the malpractices in our whole socio-economic system.

Many of our disadvantaged youth have had transmitted to them by inadequate parents a state of disadvantagement. These are people who have a perception of themselves that in effect says, "I am an inadequate person." We in turn say, "You are disadvantaged." It seems to me we must do something that gets to the basic causes; that is, change first some of the socio-economic programs to solve the pathology, or else we are going to continue to have the disadvantaged.

I'm talking about providing high quality opportunity. I'm talking about more equitably distributed goods, services and opportunity. I'm talking about more equitable distribution of housing for people. There are thousands of people living in homes unfit for habitation. You can't train people who don't know what it is to have a proper home and adequate diet, an adequate relationship of parent to child, and men with women and so forth and so on.

I speak to you with some feeling as chairman of the New York City anti-poverty program, where we have millions of people below the poverty level and I say that we must win the war on poverty in the next year with $26 million, when we all know we need $26 billion.

First we need to look at the basic cause, then put into eradication of the cause the kind of resources we as a State and a nation are rich enough to put into it.

In other words, we are at a place where we are prepared to place high priority on this.

This is my one minute. Mr. Johnston?

MR. JOHNSTON: I think I will pass.

MRS. SPAULDING: I do think we need to take a look at our educational system, especially in New York City. The educational people say they have the most modern methods. I really think they could be improved.

I must take exception with Mr. Hammond. I think all of us—unions, public agencies and private agencies—share the responsibility for motivation of the disadvantaged.

MR. WALKER: On top of great prosperity in the nation today, we have the highest welfare rates that we have ever had in the history of the United States. We are faced now with a great social revolution. We must not fail to carry through at this time, when the time is right, as it is now, to solve the social problems and to qualify people to fill the jobs available.

MR. HAMMOND: One thing everybody can agree on is the fact that there are many really basic problems that aren't going to be solved by the MDTA or any other kind of short range program. The situation reminds me of the man who thought that by getting nine women pregnant he could get a baby in one month.

We have to recognize this and get the basic system right. If it takes nine months, let it take nine months, but let's get to work on it.

FUTURE MANPOWER NEEDS

Panel III

THURSDAY AFTERNOON, JUNE 2, 1966

CHAIRMAN:	ROBERT J. MYERS Deputy Commissioner Bureau of Labor Statistics U.S. Department of Labor
PANELISTS:	HAROLD GOLDSTEIN Assistant Commissioner for Manpower and Employment Statistics Bureau of Labor Statistics U.S. Department of Labor
	R. THAYNE ROBSON Executive Director The President's Committee on Manpower
	HOWARD COUGHLIN President Office and Professional Employees International Union, AFL-CIO
	RUSSELL C. McCARTHY Manager Industrial Management Council of Rochester

RUSSELL McCARTHY
HAROLD GOLDSTEIN
ROBERT J MYERS
HOWARD COUGHLIN
R. THAY

In session is panel on Future Manpower Needs with Harold Goldstein at the rostrum. Mr. Goldstein is assistant commissioner for Manpower and Employment Statistics, Bureau of Labor Statistics, U.S. Department of Labor. Panel chairman Robert J. Myers is second from left. Other panelists are Russell McCarthy, manager, Industrial Management Council of Rochester; Howard Coughlin, president, Office and Professional Employes International Union; R. Thayne Robson, executive director, the President's Committee on Manpower.

How accurately can future manpower needs be estimated? What assumptions are made in forecasting these future needs? How can skill bottlenecks that impede economic growth be avoided? How is automation going to affect employment in the next few years? These are some of the questions investigated in the Panel III discussion.

PRESENTATIONS

CHAIRMAN MYERS: I am Robert J. Myers, Deputy Commissioner of the Bureau of Labor Statistics, U.S. Department of Labor.

I have been given pretty strict instructions as to what my duties are here. I have been told I am not supposed to entertain anybody or to impart any intelligence but to see that all of the participants show up, regulate the discussions and, after the participants have made their statements, to see that no one gets hurt in the exodus from the room.

Now, I suggest that we delay our question period until everyone has spoken.

MR. GOLDSTEIN: Since it says here I am supposed to talk about changing manpower needs, I think a good way of beginning is to look at the present situation.

One day last winter we woke up and found we were an entirely different world. We had been in a period of high levels of unemployment, a period in which the Council of Economic Advisers had set as an interim goal but only a goal, the attainment of an unemployment rate as low as 4 per cent. We were concerned about the serious problems of unemployment and then last winter, as we found ourselves nearing the 4 per cent level, suddenly new problems emerged and no sooner did we enter this Promised Land than we developed a different set of problems.

Now, of course, I am referring to the problems of the beginning of emerging labor shortages and the beginning of price inflation. Instead of the slow upcreep in prices which we had been witnessing for a long time, suddenly price rises began to accelerate. Employers began reporting difficulty in recruiting workers. We realize that in this new world things are going to be a little different and we are going to have to walk the tightrope very carefully if we hope to continue to reduce unemployment further.

The President asked the Bureau of Labor Statistics and the Department of Labor to watch the situation closely and report to the country. These reports have been issued every month. Let me give you a summary of the situation that can be seen in the report on the labor shortages that have been issued by the Department of Labor for the last few months.

With the national unemployment rate at below 4 per cent for the first time in nearly nine years and prices beginning to move up more sharply, we are in a quite different economic situation, requiring a re-evaluation of policies and programs. The first half of 1966 has been characterized by mounting demands for labor, with spot shortages in some occupations, industries and localities, accompanied by continued unemployment for other groups of workers. The Department of Labor, charged by the President with responsibility for keeping in touch with the situation and reporting to him and to the public, has found that:

1—Employers are having difficulty in recruiting workers in some occupations (engineers, draftsmen, some of the metal crafts, nurses and other health service workers). Unemployment rates are at especially low levels in professional and craft occupations.

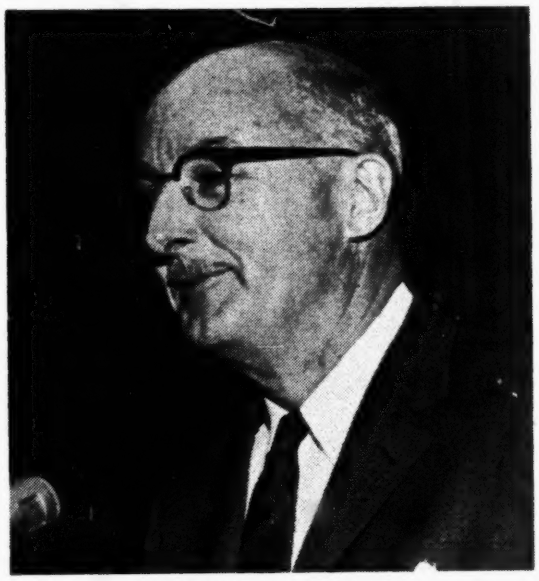
2—Shortages have arisen in industries such as machinery manufacturing and construction.

3—The job market has been especially tight in such local areas as Minneapolis-St. Paul, Cleveland, Milwaukee, Atlanta and Houston. One-third of the 150 major labor areas now have unemployment rates of about 3 per cent or less.

4—Evidence of increasing tightness in the job market has shown up in the factory workweek (at its highest level since World War II—41.5 hours, a half-hour higher than a year ago), the quit rate for factory workers (higher than at any time since the war in Korea), the level of unfilled job orders at public employment offices and the ratio of manufacturers' unfilled orders to current monthly production (orders averaging 2.7 months' shipments, 0.3 months higher than a year ago).

5—At the same time, the overall situation is not one of general labor shortage. Employers have been able to add 700,000 more workers to their payrolls between January and April than are usually added in those months. There were still 2.8 million unemployed workers in April, 1.1 million of them adult men and 800,000 adult women; 2.3 million of them workers seeking fulltime jobs, 800,000 of them workers who had been seeking jobs for 15 weeks or more. The unemployment rates for certain groups continued higher than average: For Negroes the rate is double that of white workers, for teenagers the rate is triple the average for the whole labor force. Unemployment was still over 6 per cent in 18 areas in February, including several in California, Massachusetts, Pennsylvania and West Virginia.

The present situation of spot, but not general, labor shortages calls for an aggressive program of: Training and retraining to adapt the skills of the unemployed to those needed by industry, on-the-job training and upgrading of employed workers to improve their skills and boost productivity, re-engineering and breakdown of jobs for which skilled workers cannot be found, improved efficiency in placement and recruitment, and development of educational and training programs to meet the manpower needs implied by long-term growth trends in the various occupations and localities.



ROBERT J. MYERS
Panel Chairman

Since the goal of economic policy under the Employment Act of 1946 is to keep the economy at this rate of operation, with unemployment at the present level or even lower, and since we may reasonably hope that our postwar experience and that of other countries has improved the techniques of economic policy direction, we should take note of the likelihood that we may be living in a similar situation for some time to come, a situation in which a dynamic economy produces spot shortages of labor or other resources in one or another sector, in which the danger of inflation is ever present. In short, we may have to learn how to live dangerously.

This implies several things:

1—When navigating close to shore among reefs and rocks, the pilot needs more information than when he is sailing in the open sea. Similarly, the statistics used as key economic measures have to be sharper and faster, and we need to add more. They have to be sharper—i.e., more precise—to signal turning points and emerging problems early, and to pinpoint small sectors of the economy—industries, occupations, localities, specific age-sex-race groups in the population—because the economy we will be living in is one of specific, rather than general problems. They have to be faster in collection and reporting so that action can be taken in time to head off more serious difficulties.

We need more statistics because of the new order of problems: data on job vacancies, to measure demand and identify shortages; better measures of total unemployment in each local area and its composition, by occupation, age, sex and race; measures of the number of workers employed in each occupation; more comprehensive measures of wage changes; more complete measures of price changes.

2—The arsenal of measures to deal with emerging economic problems must be varied, flexible and effective. The many training, retraining and education programs—both traditional and new—have to be used in a coherent fashion so that the most appropriate measure can be used in each situation, and each can be used to reinforce the others. Coordination at the local level is most important—and often lacking. Industry should re-evaluate its own programs, which affect the 96 per cent of the labor force who are employed rather than the small margin of unemployed persons and those on the fringes of the labor force, and therefore offer the greatest potential for effective adaptation of manpower resources to the needs.

3—Manpower training and education programs with a long lead time should be geared to future needs. This is easier to do when unemployment is low. Unions and management are understandably reluctant to step up apprenticeship programs when large numbers of trained workers are unemployed, even though future needs can be clearly demonstrated.

What information have we by which to shape such programs? How can we plan today's training for tomorrow's needs when automation and technological change may be sweeping away old industries and occupations and creating new ones? One approach to answering these questions is provided by the recent report of the National Commission on Technology, Automation and Economic Progress, and by some of the special studies made for the Commission. Mr. Robson will discuss the report more comprehensively; I would like to summarize the findings of one of the special studies made for the Commission by the Bureau of Labor Statistics.

This study, soon to be published as an appendix to the Commission's report, is entitled, "America's Industrial and Occupational Manpower Requirements, 1964-75." It is probably the most careful and comprehensive study that has been made of the potential effects of economic and technological change on manpower needs in each industry and occupation, looking ahead about as far as we can project trends with reasonable assurance. The projections are based on the general assumption of a rapid growth of demand, sufficient to keep the level of unemployment at about 3 per cent of the labor force. The main conclusions of the study are summarized in the following paragraphs.

GIVEN the projected growth of the labor force, the assumptions imply that 88.7 million persons would be gainfully employed in 1975, about 18.3 million more than in 1964—an average increase of nearly 1.7 million annually. (This compares with an average annual employment increase of 1.1 million between 1960 and 1965 and 1.8 million between 1964 and 1965.)

While it is possible to assume a variety of patterns of economic growth, depending on shifts in investment and consumer expenditure patterns, and changes in emphasis in government programs, the type of economy projected is one characterized by an extension of the basic patterns which developed in the postwar period. Farm employment is expected to decline by about one million and all other employment is expected to increase by more than 19 million, for a net employment gain of 18.3 million.

For wage and salary employment in non-farm "goods producing" industries—manufacturing, mining, and construction—a moderate increase in manpower requirements of 17 per cent is projected, a rate of increase somewhat faster than during the 17-year period 1947-64. Requirements in the "service producing" sector as a whole—trade, finance, government, services, and transportation and public utilities—are expected to increase by 38 per cent, somewhat faster than over the past 17-year period, and more rapidly than the goods producing industries.

The effect of these industry employment trends will be to continue recent trends in the industrial composition of the economy. Government and services will increase sharply as a per cent of the total; contract construction and trade will also increase their share. On the other hand, the relative importance of manufacturing and transportation and public utilities will decline slightly, and the relative size of agriculture and mining will continue to decline sharply. Taking the goods and services sector as a whole (and including in "goods" agriculture, with its self-employed as well as its wage and salary workers), the goods sector will decline from about 41 per cent of all jobs in 1964 to 36 per cent in 1975; the service sector will increase its share of manpower requirements from 59 to 64 per cent. (If self-employed persons in non-agricultural industries were added to the above comparison, the services sector would have a slightly larger share in both years.)

THE occupational requirements of the economy will change substantially as a result of both the differential growth rates of industries and the technological developments and other factors affecting the occupational requirements of each industry. Concern has been expressed that the impact of technological and industrial change will drastically curtail employment opportunities for less skilled workers.

The principal conclusion of the BLS study, which takes into account the major technological changes in American industry that can be identified and makes a careful appraisal of their potential effects on employment, is that the overall demand for less skilled workers will not decrease over this 11-year period, although it will decline somewhat as a percentage of the total. Needs for laborers (except farm and mine) in 1975 will be roughly the same as in 1964, although they will decrease from 5.2 to 4.2 per cent of total manpower requirements.

Over three million additional service workers will be required, and their share of total jobs will rise from 13.2 to 14.1 per cent. Nearly two million more operatives will be needed; their share will, however, decline from 18.4 to 16.7 per cent. An overall decline of more than 900,000 in the employment of farm workers is expected, and the share of farm jobs in the total is expected to decline from 6.3 to 3.9 per cent.

The greatest increase in employment requirements will be for professional and technical workers; more than 4.5 million additional personnel will be required. The white-collar group as a whole is expected to expand by nearly two-fifths and to constitute 48 per cent of all manpower requirements in 1975. The blue-collar occupations are expected to expand at less than half this rate, and will make up about 34 per cent of all requirements. A rapid expansion in requirements for service workers is anticipated—a 35 per cent increase in employment.

These changes in occupational requirements have significant implications for certain groups in the labor force. In 1964 the unemployment rate of non-whites was 9.8 per cent, about twice that for whites. If non-whites continue to hold the same proportion of jobs in each occupation as in 1964, the non-white unemployment rate in

"The arsenal of measures to deal with emerging economic problems must be varied, flexible and effective. The many training, retraining and education programs have to be used in a coherent fashion so that the most appropriate measure can be used in each situation, and each can be used to reinforce the others."

1975 will be more than five times that for the labor force as a whole. If trends in upgrading the jobs of non-whites continue at the same rate as in recent years—1958-64—the non-white unemployment rate in 1975 will still be about 2½ times that for the labor force as a whole. Thus non-whites must gain access to the rapidly growing higher skilled and white-collar occupations at a faster rate than in the past eight years if their unemployment rate is to be brought down to the common level.

If all occupations have the same composition by age in 1975 as in 1964, opportunities for younger workers (aged 14-24) will be substantially fewer than the number in this age group seeking work. The unsatisfactory current relationship of youth unemployment to total unemployment will worsen unless utilization patterns change. There is here a clear need for action.

Thus the projections have a number of significant implications for public policy and the manpower and personnel policies of industry. To make them useful in developing training and education programs, they must be spelled out in terms of specific occupations and localities.

The varying growth rates that may be expected for requirements in a number of specific occupations are described in the report. To translate growth projections into estimates of annual training needs one must add an allowance for the annual attrition in the supply of workers in each occupation resulting from deaths, retirements, and other factors. This is done for 30 of the major skilled craft occupations in an article, "Estimated Need for Skilled Workers, 1965-75", in the April issue of the "Monthly Labor Review." This study suggests, for example, that approximately 24,000 carpenters will have to be qualified for employment by training annually over the next 10 years, as compared to 13,000 electricians, 10,000 machinists, and less than 4,000 printing pressmen. Similar estimates can be made for professional, technical, clerical, service and other occupations.

Developing estimates of this type for states and cities will aid in planning education and training programs. Local manpower needs have to be seen in the context of national needs, not only because workers in many occupations are geographically mobile, but also because many local industries serve national markets and are affected by the growth of these markets, competition from plants in other parts of the country, and technological developments affecting the entire industry of which they are a part. This has been recognized by the Division of Research and Statistics of the New York State Department of Labor, which has systematically developed parallel projections taking into account the nationwide trends outlined above and also their special knowledge of New York State developments. Other states are doing similar work, leading to an integrated national network of manpower projections, in which researchers in each state contribute their special knowledge to each other and to the national projection studies.

These projections will provide an integrated framework to states of training needs and will also provide a feedback of experience and knowledge from state government agencies to each other and to the federal government. This will help make for the development of systematic planning of training programs to meet future manpower needs.

CHAIRMAN MYERS: Our next speaker is Mr. Robson, who was formerly on the staff of the National Commission on Technology, Automation and Economic Progress that Mr. Goldstein referred to. Mr. Robson will have a good deal to say about the consideration and conclusions of that Commission.

MR. ROBSON: I want to pick up on some of the things that Harold Goldstein has said. But more particularly I want to report briefly the major conclusions and findings of the National Commission on Technology, Automation and Economic Progress.

This Commission was created by Congress. It had a limited life and went out of business as of

January 31 of this year. The Commission addressed itself primarily to the question: What is technology doing for us and to us in the decade ahead? What can we expect? Obviously, we looked at great length at the questions of our future manpower needs.

Beginning in the early 1950's, a serious dialogue began regarding the modern version of an old problem, the relationship between man and machine, between technology, automation, cybernation and the future of man as a worker. The basic question emerging from this dialogue concerns the obsolescence of men and their skills in producing goods and services for the modern society. The debate continued during a period of slow economic growth when unemployment rates were creeping upward from approximately 3 per cent during the Korean Conflict to over 7 per cent in early 1961.

TWO important explanations were given for the sluggish growth and rising unemployment.

One school of thought held that the lack of economic growth and job growth was caused not by automation or technological change, but by too little spending by business, households and government, which in turn was caused by a monetary and fiscal policy that was restrictive, primitive and costly. The productive capacity of human as well as physical resources was wasted because of the failure of the government to use its monetary and fiscal policy weapons to maintain adequate rates of growth in jobs and income.

Another view held that technology and automation were to blame for displacing workers faster than economic growth could create new jobs. Persons holding this view argued that the American economy was facing a new era of permanent surpluses of workers whose talents were no match for modern technology.

This view was most clearly expressed by the Ad Hoc Committee on the Triple Revolution, which issued a statement in December 1964, arguing that human work as we have known it is becoming redundant and that men were being permanently replaced by machines. Much of the impetus behind the passage of the Manpower Development and Training Act of 1962 stemmed from a fear that workers were being displaced by machines in increasingly large numbers, and that retraining was needed to update skills or to supply the new skills demanded by industry.

THERE are two important issues involved in this debate: The first and most fundamental concerns the relationships between economic growth and job growth. Can our economy continue to provide jobs for all who are willing and able to work by maintaining adequate rates of economic growth? The second question concerns the rate at which technological change is occurring and the adequacy of our present policies to facilitate a successful adjustment from jobs that are disappearing to jobs that are being newly created.

There is little or no evidence to support the view that the capacity of the American economy to create jobs has been impaired by automation or the technological advances of the past, the present, or the foreseeable future. Mr. Goldstein has already reported that unemployment rates have declined to 3.7 per cent from a high of between 6 and 7 per cent in 1961. We have added three million people to payrolls during the past year, a fact which attests to the capacity of our economy to create jobs if an adequate rate of economic growth is achieved, and maintained.

The National Commission on Technology, Automation, and Economic Progress concluded on this note:

"The excessive unemployment following the Korean War . . . was the result of an economic growth rate too slow to offset the combined impact of productivity increase . . . and a growing labor force.

". . . fiscal policies of the past two years have proven their ability to lower unemployment despite continued technological change and labor force growth."

THERE has been a great deal of argument about the rate of technological change. Most agree that in the past and for the present, the

"The end of the Vietnamese War will result in a reduction of more than $12 billion yearly in war expenditures. Needless to say, the elimination of this $12 billion yearly expenditure—coupled with the availability of millions of young men for jobs—will again create high unemployment unless we plan ahead and plan carefully."

rate of technological change has not threatened seriously the aggregate supply of jobs.

But some few argue that the past is not an accurate indication of the dramatic events expected in the future. Instead of predicting relative stability or continuity in the rate of technological change, they suggest that new and substantial changes will disrupt the continuity of the past. There is no evidence to support this view even though the rate of technological change has increased somewhat during the last two decades.

Propositions like this are open to empirical examination although forecasting the future is always difficult. Interestingly enough most of the forecasts of the past have erred by predicting slower rates of job growth than were actually achieved. There is no perfect measure of the rate of technological change, but the most useful and widely accepted measure is the index of productivity as measured by output per man-hour in the whole private economy. After reviewing the data carefully the Automation Commission report concluded:

"In the 35 years before the end of the Second World War, output per man-hour in the private economy rose at a trend rate of two per cent a year. But this period includes the depression decade of the 1930's. Between 1947 and 1965 productivity in the private economy rose at a trend rate of about 3.2 per cent a year. If agriculture is excluded, the contrast is less sharp, with the rate of increase 2 per cent a year before the war and 2.5 per cent after."

All of the gains in productivity are not traceable to technological change. Other important contributors have been higher levels of educational attainment, better health, and increased capital investment per worker. A growth of 2.5 per cent per year in productivity means that the output of an hour of labor doubles in 28 years.

THE Commission further concludes that the United States is not facing "a glut of productivity sufficient to make our economic institutions and the notion of gainful employment obsolete." While the pace of technological change has increased "and may increase in the future . . . a sharp break in the continuity of technological progress has not occurred, nor is it likely to occur in the next decade."

This conclusion is based on studies prepared for the Commission which show that there is still a considerable lag time between the discovery of a new technology and its implementation on any appreciable scale in the economy. Any technological change which is likely to have an impact on the American economy during the next decade is already known.

Where do we come out in this discussion? The central conclusion is that adequate rates of economic growth will create an adequate supply of job opportunities because there does not appear to be a great acceleration in the trend rate of increase in productivity. For the foreseeable future, it will be possible to achieve and to maintain rates of economic growth that will offset the displacement caused by technological change, reduction in the hours of work, and the increase in the growth of the labor force.

Reaching this conclusion in no way lessens the difficulties encountered by persons displaced by technological change, nor does it bring hope to persons inadequately trained for the types of jobs which are being created. Mr. Goldstein has discussed the occupations and industries where jobs are expanding and those which are remaining stable or declining.

LET me simply say in conclusion that the Automation Commission then came up with a set of recommendations much too broad to review here. I am sure that, after this talk, all of you will be motivated to send your 75 cents to the Government Printing Office for the Automation Report so you can read it.

In any case look at the great paradox of labor shortages on the one hand and on the other hand at Americans who cannot be and are not being moved into those jobs that are available today. We recognize that the basic problem is not one of retraining those displaced by technology or automation but rather a problem of moving them into productive employment—those who have not been trained sufficiently and have no meaningful work experience and who have no means of gaining work experience or training outside of the new emerging, developing manpower policies fostered by the federal establishments.

WE recognize that we must bring jobs and education and income to the disadvantaged persons in America and to that part of our labor resources now wasted. Wastage occurs primarily in certain identifiable groups, among our young and our old, among females, among Negroes and other minority groups who are not now being utilized in the labor force.

In our rural areas, when we talk about the minority groups, we shouldn't pass over the other important groups—the American Indian and the Mexican, whose needs are greater in many cases than those of the Negro.

Our future manpower needs for changing technology do require higher levels of education and higher levels of skill, not only because of the technology but because the whole level of educational attainment is rising in our society.

One of the points I would like to make here simply is that if we look at the industrial nations of the world, we find that many of them are staffing industries—just as complex in their job patterns as ours—with people who have substantially lower levels of educational attainment. I think that it is useful to view the American labor force as a giant queue where you can line the labor force up theoretically from the best trained, best qualified to the end of the line—to the least trained, least qualified. Employers in the United States are relatively intelligent people and they always take the best that is available to them and that is what we expect our society to do.

Now, our problem is there are still too many people in the back of the queue and one of our great manpower problems today is to move the people from the back of the queue into productive employment. But training alone does not create jobs and only if we have an adequate rate of economic growth can we create the opportunities which we must have to move into productive employment many of the people who still remain at the end of the queue.

MR. COUGHLIN: In 1956, for the first time in the history of the United States, the number of white-collar employes exceeded blue-collar workers. Since that time white-collar workers numerically have increased by leaps and bounds to the extent that today they represent a substantial majority of the work force of the United States.

All forecasts for the future indicate that white-collar workers will continue to increase and the number of blue-collar workers will decrease in relation to the total work force. We are, in effect, therefore rapidly becoming a white-collar society.

I would like to deal with the impact of automation and technological change in this very important segment of our nation's economy.

Before doing so, however, I want to discuss organized labor as a whole as compared to the nation's total work force.

If one were to believe all of the arguments advanced by conservative news media, we would get the impression that organized labor represents an overwhelming majority of our nation's workers. In fact some writers and commentators would have the public believe that organized labor is much too strong.

NOTHING could be further from the truth. Actually, the AFL-CIO and our nation's independent unions represent only approximately 25 per cent of our working population. Only 12 per cent of our country's white-collar work force is organized.

When we talk, therefore, of how we, in the organized labor movement, are meeting the problems of automation and technological change through collective bargaining, we must recognize that the great majority of our nation's workers have no such method of solving these problems. Organized labor has been able to obtain numerous provisions in its collective bargaining agreements to protect its membership against the possibility of dislocation or discharge because of a change in technology or because of the introduction of automation devices.

These contractual protections call for:

1—Training and retraining of personnel about to be dislocated.

2—Liberal severance pay.

3—Supplemental unemployment benefits.

4—Elongated vacation periods for older workers.

5—Early retirement and supplemental pension benefits.

6—Subcontracting protection provisions.

7—The policy of attrition.

These are only some of the examples of the changes made in collective bargaining contracts for protection of organized workers.

The organized labor movement—or the AFL-CIO—as the only spokesman for workers in the various state legislatures and the Congress of the United States has long advocated numerous measures to protect the unorganized.

These measures include:

1—Training and retraining facilities for all workers.

2—Increased unemployment insurance payments in addition to an increase in the length of time for which such payments are made.

3—A method whereby unemployed workers can be located in other areas in industries where shortages of personnel may exist.

The expense of moving such individuals and their families to the location of the new position should be paid through the unemployment insurance system. It is better to use unemployment insurance monies for this type of program than to continue to make weekly unemployment and/or relief payments interminably.

The AFL-CIO has also urged a cut in the work week. We believe a shorter work week will eventually come about, particularly in view of the tremendous increase in productivity and increasing profits resulting from improved technology and the use of automation. There are some in the United States who argue against a reduced work week. However, the course of American industrial history shows that the work week has been cut approximately three hours per decade since the turn of the century.

WHILE it is also true that recent tax cuts and the cost of the war in Viet Nam have stimulated the economy to the extent that unemployment has been reduced and, in many areas, we have worker shortages, it is our feeling that this is temporary.

The end of the Vietnamese War will allow hundreds of thousands of young men now in the Armed Forces of the United States to return to the civilian work force. The end of that war will also result in a reduction of more than $12 billion yearly in war expenditures. Needless to say, the elimination of this $12 billion yearly expenditure—coupled with the availability of millions of young men for jobs—will again create high unemployment unless we plan ahead and plan carefully.

The postwar baby boom will create a situation which by 1968 will find the average age of the nation's population to be 25 years. This means the average person in the United States just two years from now will have been born in 1943. What will these young workers know of the new technologies and automation if we do not provide public training facilities, adequate to meet the demands of the coming years?

Therefore, the problem we deal with today—the effect of automation and technological change on our manpower needs—is of vital concern now and will be a most important problem in the future. I have attended numerous meetings at both state and federal government levels during which the problem of worker dislocation because of automation and technological change was discussed in detail.

Primarily through the efforts of organized labor, the federal government in March of 1962 adopted a program designed to train workers displaced by automation. The federal government and the various states both agree that neither labor nor industry can unilaterally or bilaterally resolve the problems of wholesale displacement of workers.

THIS problem requires the active participation of the government if we are to avoid the possibility of millions of unemployed workers whose jobs have been permanently abolished.

Automation has radically changed the character of employment in the offices of our country. Classifications of white-collar employment which existed historically have been abolished and replaced by such new classifications as systems and procedure analysts, programmers, console operators, tape librarians and key punch operators.

Despite the millions of dollars spent by the federal government and numerous states, I personally know of few public training centers which adequately prepare office and clerical employes for jobs in electronic data processing. I know of few public training centers which have provided computers for training purposes.

In fact, many of our business schools and colleges are continuing to prepare students for office and clerical occupations in the business world which will cease to exist in the coming years.

I know it is possible for a company contemplating the purchase or rental of a computer to obtain training or retraining of workers for the new computer classifications through manufacturers selling or leasing computers. But this is generally the only way it can be done.

WHY isn't it possible for New York State and/or the federal government to provide the training facilities for those office and clerical workers who wish to be trained in electronic data processing even if their employers are not planning to purchase a computer and its peripheral equipment?

Why isn't it possible to provide computers for training purposes in all training programs? Why do many training centers still insist on training clerical workers only in typing and stenography?

I think New York State can lead the way in its training facilities by giving all white-collar workers desiring a place in the new technology an opportunity to be trained in electronic data processing or in other types of automation work.

A year ago IBM announced that it was ready to install its latest and most comprehensive computer known as "System 360." Actually, this is the third generation of computers produced by International Business Machines. System 360 is more than a computer. It has six machine systems, 31 memory and processor combinations and 30 additional peripheral devices.

It is, without a doubt, the most efficient and fastest computer on the market today. IBM is selling these systems faster than they can be produced. As of May 1966, IBM was producing and shipping 500 of these systems a month.

THOMAS Watson Jr., chairman of the Board of the IBM Corporation, recently stated that he is disturbed about the problem of job displacement caused by automation. He announced that the IBM Corporation made a grant of $5 million to Harvard University to study the effect

"We often lose sight of the fact that, by far, most of the occupational training in this country is carried on by private employers."

of automation and technological change on employment and jobs in the United States.

If Mr. Watson is disturbed, we, too, must be concerned. While Mr. Watson is to be applauded for his grant to Harvard University, we, too, must seek answers to the problem of worker displacement due to automation and technological change. It is an indictment of our training facilities that we have not as yet provided sufficient computers to train people in electronic data processing occupations and now face a third generation computer with a tremendous shortage of trained personnel.

It is difficult to pick up a newspaper in a major city in the United States without seeing multiple advertisements for systems and procedure analysts, programmers and console operators. In fact, the federal government is constantly on the alert for trained programmers needed in federal installations.

I hope the Governor's Conference on Manpower Training will provide an answer for this problem in the State of New York.

It is my sincere desire to see a good New York State pilot training program used in all 50 states of our nation.

MR. McCARTHY: In the few minutes allotted to us I have been asked to discuss some of the manpower problems that have been encountered by management and to identify some of the practices or experiences that have helped to alleviate these problems.

I should like to begin my remarks by saying that if there is one outstanding characteristic of this period of accelerated technology which our nation has been experiencing for the past 10 years, more particularly during the past five years, it is the fact that there has been a very healthy increase in our overall employment. Total civilian employment in the nation has increased from 63 million in 1955 to approximately 73 million at present and in manufacturing, where technology was supposed to have its greatest impact, employment over this same 10-year period has increased from 16.8 million to a current figure of 18.7 million, an all-time high.

DURING the past five years, unemployment has been reduced from an average of 6.7 per cent in 1961 to a current figure of approximately 3.7 per cent, a rather phenomenal achievement.

In spite of all these blessings, however, technology has created some human problems, as well as some acute manpower problems, which will continue to challenge our best thinking if constructive solutions are to be found.

There are four problem areas in particular which it seems to me will continue to merit our serious consideration. They are:

1—The intelligent handling of persons displaced by technology.

2—The prevention of manpower obsolescence created by technology.

3—The problem of developing and utilizing the large pool of unemployed manpower.

4—Meeting the increased skilled and technical manpower requirements created by technology.

The first of these, the problem of workers displaced by technology, seems to have been alleviated considerably during the past several years, possibly for two reasons. One is that labor and management jointly have recognized that this was a human problem that merited extraordinary consideration. A variety of solutions have been developed that have eased the impact on the majority of those who may have been displaced due to technological innovations.

Among the solutions have been such proposals as: Early retirement with supplementary income from the employer until the normal retirement plan, plus Social Security, becomes effective; liberal termination allowances; retraining of displaced persons for other jobs within the plant or for new careers outside the plant, and by permitting the reduction in personnel through attrition rather than through immediate layoffs.

The second reason why the impact of technology on displacements has eased considerably

"We don't know the extent to which a doctor's time can be better organized by the use of industrial engineering in the practice of medicine. Industrial engineering has had a rather substantial impact on American industry since at least the turn of the century but hasn't been applied to the medical industry until relatively recently."

during the past five years is the real need for manpower generally during this period when the national economy has grown at an unprecedented rate. Experienced manpower has been so much in demand that many industries found ample work opportunities for those who under less favorable circumstances might have been terminated, which is the best evidence that a growing economy is by far the best antidote to unemployment. This is a problem that will continue to warrant a lot of attention.

THE second problem, the one of manpower obsolescence, is a most serious one that has resulted from modern technology. Manpower obsolescence is a problem that has affected all grades and levels of manpower—including management personnel as well as a wide variety of scientific, technical and skilled personnel. Most of our industries, regardless of size, are faced with the rapidly growing problem of manpower obsolescence. In this highly competitive economy, nothing can be more disastrous to the success of a company than an overabundance of obsolete personnel. I should like to emphasize that obsolescence is not necessarily connected with age. We can have an obsolete engineer at age 35.

Many companies have been cognizant of this problem for some time and have been doing something about it. The methods of meeting this problem vary a great deal, depending on the level and grade of personnel involved. Many firms are now conducting in-plant upgrading programs for their scientific and engineering personnel. When available, faculty members from area colleges and universities are retained for this purpose. Other firms may utilize some of their own personnel as instructors. Also, many firms encourage their technical personnel to attend classes for upgrading purposes at nearby colleges or universities.

At the middle and higher management levels many firms are now sending management representatives to extended university courses ranging from one month to one year in duration. Others make liberal use of specialized seminars and conferences, all with the purpose of updating their personnel in the latest techniques of modern management.

THE need for updating skilled personnel, such as machinists, tool and die makers and technicians, has continued to increase with the introduction of new and more modern equipment. A prime example is the greatly expanded use of numerically tape-controlled machine tools during the past five years. Here again industry has used a variety of methods in updating and developing the skilled manpower required by new and modern machines.

The machine manufacturers themselves, in many instances, have set up their own training facilities where purchasers of their equipment could send employes for intensive training in the operation and servicing of the machines. Other companies have set up their own internal training programs while many others use area educational institutions where qualified instructors and technical facilities are available.

The third problem, the one of developing and utilizing the rather large pool of unemployed, is one that requires much more attention than it has received. True, much has been done in the past two or three years by both our federal and state governments, by our local communities and by many employers, in an effort to make more employable many of those who are currently unemployed. In spite of all of these efforts to train and to utilize more of the unemployed, there are still large numbers who must be developed and effectively utilized by American business and industry. Means for training and developing many of the currently unemployed must go beyond the usual government sponsored manpower development training and on-the-job training programs.

MORE thought must be given to ways and means of motivating many of those among the unemployed who now have a feeling of hopelessness and despair. The formal classroom type of training is of little interest to many of the unemployed, including those in the younger age groups. We must be innovative in developing techniques for "reaching" and motivating this rather large group of people. Some good work is being done in this area by the NAM in its "Step" program. This is a problem to which all of us in industry, education and government must apply our best thinking. We must be bold enough to experiment a bit in an effort to make more of the unemployed useful and productive citizens.

The fourth problem, how to meet the skilled and technical manpower requirements created by modern technology, has been a most perplexing one for a great segment of American business and industry. The technological pace has far outstripped the capacity of both our educational institutions and our industries to provide the supply and quality of required manpower. The ratio of skilled and technical manpower required in our industries has increased rapidly over the past 10 years. In our own area of Rochester, a recent survey among our industries showed that apprenticeable skills and technicians have increased by 28 per cent over the past 10 years while the demand for college graduates, B.S. Degree through Ph.D., increased by 116 per cent. This is a continuing trend.

In many areas throughout the nation there are many more job vacancies than there are unemployed. The National Industrial Conference Board, with the aid of a Ford Foundation grant, recently conducted a very thorough job vacancy survey in the Rochester area. To the amazement of us, even though we knew we had a tight labor market, the survey showed approximately 9,000 unfilled jobs in a wide range of occupational classifications—almost twice as many unfilled jobs as there were unemployed.

CURRENTLY there are about 4,500 unemployed people in the Rochester area and we now estimate we have between 9,000 and 10,000 unfilled jobs. This situation undoubtedly prevails in many other industrial communities throughout the nation, since the number of tight labor market areas have increased considerably during the past year. These acute manpower shortages cannot help but have an adverse effect on our economic growth.

Much attention, I am sure, is being given to this manpower shortage problem. Our own State is moving fast in the development of improved vocational educational programs, in the development of two-year community colleges and in the areas of higher education. All of us as citizens must become interested in and support these much needed educational programs.

The lessons to be gained from modern technology, it seems to me, are twofold:

1—Industry and education must work much more cooperatively than they have in past years. The gap between education and industry must be closed and we must put our heads together to solve our own manpower problems.

2—As we heard other speakers say this morning, continued education is going to be a way of life. A young person starting out today might well expect to change occupations several times over the period of his work life. Occupational mobility will require a fair basic education to begin with as well as a program for continued education.

In conclusion, I have tried to touch upon four of the major manpower problems which this era of accelerated technology has created and which have challenged the attention and consideration of management, namely:

The proper handling of persons being displaced by technology.

Meeting the problem of manpower obsolescence.

The development and utilization of those among the unemployed.

The problem of overcoming the rather serious shortage of skilled and technical manpower.

I hope these questions will serve as thought leaders for the discussion following these panel presentations.

DISCUSSION

QUESTION: One group hasn't been mentioned here which I think should be mentioned. They are the people who have sort of disappeared out of the labor market, the aged workers who have given up looking for a job. Many of them have skills which have become obsolete. They are the uncounted unemployed, whom Mr. Goldstein hasn't mentioned, though he is aware of them, I am sure.

Now, what do we do about the uncounted unemployed among the aged?

MR. GOLDSTEIN: There certainly is a problem and we should not ignore it. There has been a dropping off of participation among the men in their 50's and early 60's as compared to, let's say, the situation we had during the Korean War, when there was a great deal of pressure on the labor market.

I think there is a little bit of hidden unemployment in the sense that people have become discouraged by not being able to find work. But, we don't have a vast amount of it.

In the last year unemployment rates for adult men have gone to a very low level, 2½ per cent or so, and for married men unemployment is down to less than 2 per cent and we are running into possible shortages of adult male workers. We still have had no increase in labor force participation in these older age groups, so that with all of the employment opportunities available, you don't seem to get them to become part of it. I am sure people are taking advantage of the disability provisions of old age and survivor's insurance and if qualified for disability benefits, they retire.

MR. McCARTHY: I have two remarks. One is that when you get into a fairly tight market such as our own in Rochester there are opportunities for older people.

As a matter of fact, we see people who are retired at age 65, go to work for some other company; some are becoming subcontractors. There are some older people who need guidance and consulting services.

An advisory committee has been set up and we are cooperating with industry. We have to sit down and advise the older people who are really in the market looking for jobs.

Lots of older people don't know how to apply for or look for a job; they have been on one job for the past 20 to 40 years. We find that by working with the Employment Service and giving some guidance and counseling, we are able to encourage older people to find a job.

REMARKS: We have looked at some of the data for New York State and we find that unemployment rates among the older workers in the State appear to be slightly higher than in the nation. We may have a greater problem here than the nation does in regard to uncounted unemployed among older workers.

REMARKS: With the arrival of Medicare, I see a frightening prospect of thousands of skilled people needed in the hospital field. It seems surprising to me that in the federal and state legislation under which so much money is going to be invested, provision is not made for the training of the workers who are going to be needed to meet this onslaught.

Now, we knew very well that the defense industry was going to need skilled workers. All you have to do is pick up a "New York Times" and see page after page of people needed in data processing, in the defense industry and in the health occupations as well. You don't need a crystal ball to know this.

Now, another thing. Under the Economic Opportunity Act and the Manpower Act, a lot of funds are coming from the federal government to the state level and to the local level. There is money all over the place, with a tremendous overlapping of functions.

MR. ROBSON: We do now face shortages in the professional and in the paramedical areas. We are doing a substantial amount about it, I think. Your question is: Why didn't we do it sooner? That is a more difficult question to answer. I shall tell you some of the things we are now doing. You recall that the President appointed a special commission to look at the medical manpower question—to accelerate the training of nurses and doctors and professional people. A couple of medical associations indicated their willingness to turn out doctors with less than four years of normal medical training. We recently had a conference to discuss those below the professional level in the hospitals. We held it with all of the interested groups to see what could be done to meet this particular demand. Funds from the poverty program, from the vocational programs and MDTA are now being channeled into training people in paramedical skills.

It is true we are likely to be faced with some shortages for some time in the future. No one can forecast precisely what the load will be on our hospitals and medical facilities with the Medicare program.

Let me say there are a lot of problems in dealing with the question of whether we have an adequate supply of doctors. Earlier I talked about productivity; we have no measure for it—we don't know whether a doctor is supposed to see more or fewer patients than was true 15 or 20 years ago. We don't know the extent to which a doctor's time can be better organized by the use of industrial engineering in the practice of medicine. Industrial engineering has had a rather substantial impact on American industry since at least the turn of the century but hasn't been applied to the medical industry until relatively recently.

There are some other questions on the tremendous overlapping between the Federal Manpower Act, the HEW and the President's Committee on Manpower. We are coordinating or attempting to coordinate the activities of various agencies. We now have teams of people assigned to the various cities around the country trying to improve the coordination of those manpower programs.

QUESTION: The question of overlapping occurs once again with regard to the employment services. Wouldn't it be feasible to do some centralizing so that, say, people in Rochester could know what is going on in Arizona? If a man can't find a job in Rochester, there may be something open for him in Arizona.

MR. GOLDSTEIN: The only overlapping problem is an overlap between State and private agencies. I think there is good reason not to eliminate private employment services. They perform a real service. In the United State Employment Service work is going on precisely with the thing you suggest, an interchange of information among State and local offices about job opportunities that exist in various places. An experiment is being tested in California and several other places in which local offices are tied together with teletype equipment to exchange computer lists of jobs in one place and eligible employes in another.

MR. COUGHLIN: I would like to disagree with Mr. Robson for a moment. I agree with the gentleman who made the point about shortages. I think the shortages were very apparent. It didn't require a great deal of study for government authorities to come up with some projection on what was needed in the data processing and the medical fields.

At the time the Manpower Development and Training Act was passed I asked federal officials what they were doing with respect to the shortage of people trained in electronic data processing. I was told, "We are only training people for jobs with classifications of stenographer and typist."

I think the problem was known but somehow or other in the red tape of bureaucracy the solution was lost.

REMARKS: There are three points I would like to make:

The first is that we should not underestimate the need for stenographers and typists. If we look at the same newspapers that have the multitudinous advertisements for computer programers, I think we shall find just as many advertisements for stenographers and typists. Reductions in employment that have resulted from the installation of data processing equipment have been more in the bookkeeping end of clerical operations than in the stenography and typing end.

My second point relates to the forecast of manpower needs made by the federal government and State. These forecasts, by and large, have predicted fairly well the patterns of job changes which have taken place. The U.S. Bureau of Labor Statistics forecasts made in 1959, published in "Manpower Challenge of the 60's," have proved to be remarkably accurate, at least up to 1965, in terms of predicted manpower trends.

My third point relates to a study of the metal trades occupations made by the New York State Labor Department in 1957. Our study pointed to a great need for the training of additional metal craftsmen. As you know, 1957 was a prosperous year, and there were many shortages in the metal trades occupations at that time. You also know that it takes some time to complete such studies, so our report was not published until 1959. At that time the need for additional metal craftsmen was much less and very little action resulted from our recommendations. However, our report is timely again today when there is a great need for additional metal craftsmen.

If you want action on your recommendations you have to make them at the time such as now when job shortages exist, and there is a great need for personnel. Past experience teaches us that projecting future needs has not itself produced the needed trained personnel.

QUESTION: I would like especially to have Mr. Coughlin and Mr. Robson respond to my question.

I would like to ask this: Is it possible that we can see unemployment in a new framework so that we may begin to see people as working only partially in the economic competitive framework and more and more in a non-economic, non-competitive framework, but in areas just as socially productive, just as socially useful—in other words, is it conceivable that automation technology has given us a golden opportunity where we can begin to take the benefits of technology? Just as the plantation owner had the benefits of slave labor, we have machines to do the work now. We can re-employ people not economically, not to support the Gross National Product, but only partially to do this. We can use more and more of the workers today in tasks that are socially useful and can be enjoyable personally for the individual.

MR. ROBSON: First of all, I will not agree. I think most work performed in our society is not only rewarding economically, it is also rewarding in many other ways. I happen to believe one of the problems we face now among our unemployed people is the lack of dignity, the lack of self pride, which works against them. We manage to keep them on the welfare programs but they are not socially useful workers. I don't know what your concept of socially useful, non-economic work means, but let me simply say this is a value judgment, this concept that we ought to give up the goods and services which we generally associate with economic rewards in exchange for non-economic work.

My own feeling is we will continue to use our increased productivity in the future as we have in the past—to satisfy our desires for goods and services. There is no indication that we now face a serious problem of having all of the things that we want, or that we want to value leisure more than work. This is a question which no society in the history of the world has ever been able to raise as our society can: How much time do we want to take in leisure? And we can define leisure as non-productive work, non-pecuniary-type rewarding work. I don't really think that that is the problem that we face in our time. The problem we face in our time is to bring the benefits of work and income, and dignity and self-fulfillment and self-realization to those people who do not have it. I have a strong feeling that those people who in the name of automation and technology, would reorient the whole system, would do our society a very great disservice.

MR. COUGHLIN: I don't have too much to add to that. I sort of think there is a difference of opinion as to what is non-productive or what is productive work. At some future time there will be fewer people needed to produce the consumer goods and the other things that we use today. At that time we will probably have to encourage people to enter new types of industries which may be called non-productive. I do think at some future time we will have a large portion of our population working in recreation, social service and education. We are going to have to direct our people into newer industries and they are going to be called non-productive, yet I think they are productive.

QUESTION: Mr. Goldstein has talked about trying to define our manpower needs in terms of manpower training. We have never been very successful at this. If you look at the ads in today's papers and use them as a model for training people to fill these jobs, by the time they are trained the jobs are no longer available. Do we have any models of any kind which improve our forecasting in this area? If we are going to talk about manpower training and manpower needs, how accurately can we do this?

MR. ROBSON: Well, I would refer you to an excellent article written by Mr. Goldstein in the May issue of "Industrial Relations," an issue with a whole symposium on the subject.

We do have problems in forecasting this type of situation. We know that the occupations, except for medicine and except for the computer-allied occupations that were mentioned here today, are all occupations in which labor becomes tight or scarce when the economy grows too rapidly.

Unfortunately, the Vietnamese situation brought about a too-rapid rate of growth in the past six months. We would like to achieve a sustained growth rate, moving the unemployment rate down but not at so rapid a rate. There is some evidence to show that we may be leveling off.

With an ordinary rate of increase we know pretty well what jobs will be available, and forecast them. We will know what the growth industries are and what the growth occupations are, and forecast them. I think, in terms of planning today's curriculums and today's training programs, our predictions are not perfect, by any means, but adequate. The question is how much you need to know. We are still training for some obsolete occupations. We have trouble shifting gears from time to time, but I think we are making tremendous progress.

QUESTION: I would like to ask just one question concerning all programs being made available. What percentage of the ghetto group are truly taking advantage of the programs that have been available?

MR. ROBSON: I don't know. We have a number of studies under way of particular ghetto areas to try to get an idea of the need. We have had a census of the Watts area to compare 1960 and 1965. It showed that the unemployment rate remained about the same and that family income declined, housing got worse and so on. We know how many people are taking advantage of our programs. We go down that long list and it is impressive. But we don't have an adequate measure of precisely the magnitude of the problem in each of our ghetto areas. We now have a number of studies and a coordination of those studies by the Bureau of the Census and by private contractors under the Office of Economic Opportunity, to try to get a measure of what the total problem is in the ghettos in the metropolitan areas. We have still got a great many rural slums where there is much poverty.

QUESTION: Keeping in mind the necessity for this economic growth that we are going to need to generate jobs in the future, what are we doing now to measure what our future resources will be?

MR. ROBSON: There is a lot that can be done in this country. Somebody already talked about the shortage of medical personnel. You can go down the list of things that need to be done in this country—something on pollution; something on education all of the way along the line from the colleges down to kindergartens. There are tremendous needs. What we have to do is make up our minds which of these needs we want to begin to meet and we will more than use up the resources that are going into Vietnam. After the Vietnamese situation we will face the same kind of a problem that we have faced in the past. Whether we have the political sophistication to apply our economic sophistication remains to be seen.

REMARKS: It seems to me we have been missing one type of problem which is going to present itself. I believe Armour in Omaha, Nebraska, moved its meat packing business to Chicago and inaugurated a retraining program for those who did not want to move. It went over like a lead balloon. Nobody wanted to get into it. The Stock Exchange is now using a computer which is going to eliminate a large number of jobs there. They offer these people the opportunity to retrain at the New York Stock Exchange for jobs that would be available within the Exchange. Once again, out of something like 150 employes, five or so decided they wanted to retrain. The problem seems to be one of motivation no matter which level we view.

MR. McCARTHY: Since the time of the Armour plant experience, our economy has grown very rapidly and we don't have the number of people to retrain because of our very healthy economy. I just don't think the problem you mention is as serious today.

OCCUPATIONAL TRAINING FOR PRODUCTION AND SERVICE WORKERS

Panel IV

THURSDAY AFTERNOON, JUNE 2, 1966

CHAIRMAN: **GERALD G. SOMERS**
Professor of Economics and Co-Director of the Center for Studies of Vocational and Technical Education
University of Wisconsin

PANELISTS: **EDWIN H. MINER**
President
Voorhees Technical Institute, New York

NELSON F. HOPPER
Director
Office of Manpower Development
Division of Employment
New York State Department of Labor

MISS ALLALEE A. BABBIDGE
Vice President and Director of Personnel
Marine Midland Trust Company of Western New York

GEORGE STRAUSS
Professor of Business Administration and Research Economist
Institute of Industrial Relations
University of California (Berkeley)

Discussing their panel on Occupational Training for Production and Service Workers are, left to right, Nelson Hopper, director of the Office of Manpower Development in the State Labor Department's Division of Employment; Gerald C. Somers, professor of economics at University of Wisconsin and panel chairman; Miss Allalee A. Babbidge, vice president and director of personnel, Marine Midland Trust Company of Western New York; George Strauss, professor of business administration and research economist, Institute of Industrial Relations, University of California; Edwin H. Miner, president, Voorhees Technical Institute, New York.

Should occupational training be integrated with general education? To what degree? What incentives will stimulate industry to sponsor more on-the-job training? How does training affect worker mobility? Panel IV wrestled with these issues.

PRESENTATIONS

CHAIRMAN SOMERS: Those of us who have been trained in research and study on vocational education and retraining have long sought this kind of a forum which acknowledges the importance of our field. Our session is at a rather undramatic level; not at the bottom with the poor and disadvantaged or at the top with the technical professional groups but rather with the continuing problem of vocational education and training, that large middle group constituting really the basic core of the manpower market; our concern is the training of production, service and office workers.

In a way this is really the most important segment of the whole field. Unemployment rates go up and down and we are concerned with the disadvantaged at one time and with the highest skilled groups at another, but at all times we have to man the factories and offices and service establishments. Aside from our desire to eliminate unemployment and low income, there is the basic goal of developing the skills needed to fill the jobs that have to be done in the factories and offices of the country. So that even though we may not have the headlines with us, we may have the most important task at this conference.

Certainly if we can train the disadvantaged and the unemployed to fill those spots, so much the better, but we must recognize our major needs—especially as we move from serious unemployment to inflationary problems—as ultimately to improve the productive skills of the nation's work force.

THERE are at least two or three basic problems in this field which continue to confront us. One is: What is the difference between general education and vocational education? This is a point of controversy which has plagued this field for a very long time. To what extent do you serve the youth of the nation by concentrating public subsidies on general education, leaving occupational training to industry where some say it belongs and where some say it always has been. We have had a good deal of discussion in economic circles as to the payoff of the educational investment in human beings. Do you really benefit a youngster more in his future earnings by insisting he take vocational and occupational courses, or would his earnings be higher, a higher rate of return on the investment in education, if we concentrated on as much general education as possible? It remains a crucial question.

The second basic question has been with us for some time and has continued to be of essential importance. It is the jurisdiction between the provision of public vocational education and training and provision of vocational training by private industry. We are faced with this question directly when we talk about apprenticeship, a topic which we will discuss later. It is related to the first question, general education versus vocational education.

It is also related to the question of the proper jurisdiction between what the public should provide in education and training and what the private employer should provide. The speaker touched on this briefly at noon when he raised the problem of subsidizing employers for doing what they should be doing anyway. To what extent will they follow a course of training in industry that we think is in the public interest unless we give them an incentive to do so by providing a subsidy or tax reduction?

ANOTHER question that will arise in the panel discussion is the appropriate training, retraining and vocational education for women. I think, as most men think, that women have to be handled differently. Our own evaluation of retraining under government programs shows a different result in the programs for women. They are not as firmly attached to the labor force. Women are in high-turnover occupations, training for nursing, nurse's aides or waitresses, and so on, occupations in which so often the investment in the training course doesn't have a very clear payoff. There is a high quit rate among the trainees after they get into those occupations, and many will leave the labor force entirely. This does not apply to the same degree to those who take training courses for office work but, nonetheless, there are some of the same problems in office occupations—not a difference in kind but a difference in degree.

Given a limited amount of resources for training and vocational education under public auspices, to what extent should they be used? Should they be used primarily for men breadwinners and young men coming into the labor market? To what extent should they be used for women, especially the large numbers of older women returning to the labor market? These are key questions to be discussed this afternoon.

MR. MINER: Sputnik brought American educators into disrepute because apparently our educational system had not developed enough scientists and mathematicians. So, engineering education became theoretical and science-oriented in a race to catch up with the Russians.

Now, in the 1960's, educators are again being held responsible for a shortage—this time of technicians, the men and women with the practical knowhow to translate the designs of the theorists into the production units our economy now demands—jobs done by engineers 20 years ago.

GERALD G. SOMERS
Panel Chairman

Never exceedingly popular and generally held to be more agriculturally oriented than technical, the vocational education programs of previous generations dating from the Smith-Hughes Act of nearly 50 years ago were limping badly except for distributive education.

Now, with the changing emphasis, vocational and technical education fed and stimulated by federal efforts to prime the technical pumps through MDTA, HEFA, EOA and the Vocational Education Act of 1963, is trying to stage a comeback. The going is not easy. Occupationally oriented educators find a non-understanding core of academicians who belittle vocational education and a non-responsive public who do not want their children shunted off into dirty-hands education. At the same time, the developers of automation have unwittingly been convincing the public that work in capital letters, W-O-R-K in all forms other than intellectual is a dirty word and a disappearing one.

It is true that with each refinement of machines and control systems, people are actually doing less and less manual work. But the nonacceptance of vocational education programs by colleagues and patrons in no way diminishes the fact that need does exist and training for technical specialists must be set up. Unskilled labor will continue in the dwindling work area where machines cannot readily do these repetitive jobs. Special skills in manufacturing areas will become grist for automated monsters. At the same time, with more labor saving appliances, the need for service people will rapidly increase. And a superspecialist—the technician with the know-how and know-why—will be needed in increasing quantity to control the highly sophisticated systems springing up in every line.

WHEN the pressing shortage of technicians is examined along with the impressive supply of dropouts from the educational mainstream who become immediate candidates for unemployment, it is not surprising that responsible citizens look with concern at educators. Have we been sleeping? Why do we let students drop out when technical graduates are needed? Is there no way to reach these youths? The casualty rate has been high in academic, vocational and general curricula.

It is apparent to a lot of us—educators, businessmen and industrialists—that the best laid plans of earlier vocational enthusiasts did not solve the problem of matching men and women and jobs. Formulas, patterns, fixed curricula, objectives and teacher requirements we did get, but universally good results—namely, a trained product to fill our economic needs—we did not always get. The fact that business programs were more lastingly successful than others highlights the single greatest factor in all such programs. They will succeed and continue only when the evaluation of the labor market and potential changes therein have been realistic. The old vocational education program pointed out something else—namely, that even poor programs will be continued although not needed if money is poured in for programs mandated.

Some of my colleagues do not share my confidence that the Vocational Education Act of 1963 can really help correct past mistakes. In fact, they fear it will continue old patterns and create new gaps and overlappings. I contend that the intent and actions of us implementers at state and local levels will make this a good bill or a poor one. It is up to us.

The new Act of 1963 still requires the United States Office of Education to leave to state agencies the task of developing the mechanics of local function. But even though each state will continue to be responsible for state plans for vocational education, there is little doubt in the minds of some of us who trooped to Washington to confer with the Commissioner of Education about implementation that the philosophy of his office is quite broad and liberal in the interpretation of the objectives and purposes of the Vocational Education Act of 1963. The Commissioner's parting admonition was, "Return to your own states and seek the needed changes through your own State Department of Education."

HERE in New York, Commissioner Allen was quick to see the implications of an expanded concept of occupational education. The State plan was revised immediately. He also exhorted his staff, including the Higher Education as well as the Vocational Education Divisions, to develop a new Statement of "New York Goals for Occupational Education" for Regents acceptance. Drafts have been drawn, redrawn and revised in the Department by professionals in the field across the State. The statement, to the best of my knowledge, is not yet finalized. The statement in its latest version does indeed provide broad direction within an enlightened philosophy of occupational education.

Furthermore, once approved, it will provide the framework for State and local operation with a maximum possibility for keeping up with manpower needs and with a minimum of needless competitive overlapping by vocational and technical schools and colleges. Together the statement and plan will provide a sound basis for institutional action throughout the State. Once again I say it is up to us how well it is implemented.

From other presentations here, you will hear about apprenticeship, on-the-job, and special MDTA programs. You have had reference to on-going and extended training by industries for their currently employed personnel. If you have decided that training is no longer the field of educators alone, it is true—and this has been so for a long time. For years schools have been held to be institutions operated for youthful educables. Fringe programs or industrial programs grew up under other auspices—sometimes from choice and other times because educators did not want to work with them. In many instances it was because the expenditure of public funds for highly specialized training for specific industries was questioned: Why should it be at public expense?

Periodically, whole new programs of education have been set up completely outside of existing school systems by federal fiat ranging from the old CCC programs to Job Corps projects. Even assuming that crash training programs do not need the assistance of organized education, we know that we cannot do a good job in occupational education at the several levels of schooling without the deep involvement of business, industry, labor, government and the public at large.

So here we are today—representatives of business, industry, labor, government, society in general and education—all desirous of planning and working together to change the status quo, finding ways of implementing new directions and design patterns of action with no voids and duplication. I suggest there are three positive steps that must be taken if educators are to stop planning in a vacuum and build a flexible program:

1—If occupational education is to be even reasonably successful, it must be established and operated in full accord with a logical plan shaped around a manpower market analysis.

2—Furthermore, this logical plan must have built-in, self-correctional factors.

3—Finally, this program can be successful only to the extent that industry, labor and society work together with education to be sure that an integrated program be developed which is applicable at all levels of education or industry where the training or education will take place.

How do we accomplish these? Manpower advisory committees are one way. The fact that the locally implemented vocational programs have called for advisory committees has not automatically granted the quality of help that was forthcoming. These committees have not always been working committees, broadly manned, and widely conversant with fields of work. Some have been parochial and provincial, self-centered and prejudiced concerning areas of need. Other committees have been inanimate and let educators make rubber stamps of them, or vice versa.

Good as these committees can be, they can never provide the help that could be forthcoming from regional or large city manpower advisory committees made up of professionals from departments of labor and industry and other agencies of government and voluntary associations of commerce. These, plus their counterparts from education, should be consistently involved in planning occupational programs. No other agencies are better qualified to help the educator identify manpower needs, maturity levels, scope of training and optimum places for offering the training. Such manpower advisory committees can help study financial feasibility, publicize need, image build the quality role which technicians play and help in the placement of prepared personnel. Probably the greatest service which outside units can perform for occupational educators is that of helping to keep our program flexible.

NOT only must the overall program and list of offerings be kept flexible but so also must the content and method of instruction. Unfortunately, many federal labor statistics are as obsolete on publication as are Office of Education statistics. Historians love them but they are of little help to program planners. New ways of getting information must be developed. For example, records of the actual work which technical people perform in an electronics company, when coupled with the education and training they have had plus their past experience, will provide curriculum builders of an industrial electronics program with far more realistic indicators of the elements which they should teach than they will get from job description sheets of personnel offices or from the pages of the Dictionary of Occupational Titles.

Possibly some didactic license is permissible for curriculum builders but generally we do not know empirically what is best for students to learn. We love to work from formulas and syllabi. Sometimes I think we teachers are the greatest packagers of all time. If our pattern calls for a two-year package, we laboriously cut our material to fit the pattern. What we need to do constantly is to check to see whether our pattern fits our student and then, even though our pattern fits, we must not be making them overcoats when the real need is for summer wear. Careful study of manpower needs, educational patterns and student readiness and capacity will permit wisely graded programs and instruction at appropriate levels.

I have a number of points which I want to pass on to you which I have as a result of a two-day conference held two weeks ago by 50 people pooled from all technical areas. There isn't going to be time for me to give them all to you. I would like to tell you that the consensus was:

- That occupational education has a place at all levels.
- That with greater maturity of the student, more sophistication in training can be given.
- That the work to be done at the vocational level in the high school should probably be of the higher skilled nature and in many instances it might even be better given in skill centers completely outside the high school itself.
- That the comprehensive high school rather than offer specific skill programs should instead offer a more general program in fields of occupations.

I should like to tell you one other thing which I think is basically important and that is that there is a feeling that occupational education should encompass all levels of education, that we should give up sharp distinctions between liberal arts and occupational education, that all education ultimately leads to some form of occupational work. When this happens maybe we will be to some degree at least successful in occupational education. Let us make vocational education or occupational education a means toward an end and not an end in itself. In this way we can help society break down the sharply drawn lines created between work on the one side and life on the other.

MR. HOPPER: I find it a privilege to participate in this conference, and particularly in this panel discussion, which will be directing attention to the training of production and service occupations. In New York State, these occupational groups represent almost two-thirds of the workforce.

I shall comment on three topics: First, an evaluation of MDTA programs; second, the need for redirection of institutional and on-the-job training programs in the immediate year ahead; and third, employment projections for major occupational groups.

> **"If occupational education is to be even reasonably successful, it must be established and operated in full accord with a logical plan shaped around a manpower market analysis."**

The first institutional training program in New York State under the provisions of the Manpower Development and Training Act was implemented late in the fall of 1962. Since then over 450 projects in 175 different occupations have been approved and funded. These projects when implemented to the fullest extent will have provided training for more than 43,200 persons at an estimated cost, for training and allowances, of approximately $75.3 million.

To enroll 13,000 persons in training during 1965, 61,000 preliminary screening interviews and 52,000 counseling interviews were conducted by the New York State Employment Service. In the same period, 6,500 persons completed training and 60 per cent of these were employed 30 to 90 days after completion of training.

While training has been provided in a wide variety of occupations, almost half of the trainees have been enrolled in courses for clerical workers, licensed practical nurses, nurse's aides, machine operators, auto-mechanics and body repairmen, electronic assemblers and mechanics, and various types of service repairmen.

Some of the unusual occupations for which training is being provided include patrolman, floral designer, locksmith, optometrist, and meat cutter.

In the overall analysis the majority of all programs are either directly related to production jobs or to performing services for others.

THESE facts indicate the magnitude of institutional training under MDTA in New York State. Although not as large, on-the-job training has played an important role during the corresponding period and, as will be pointed out later, this training method will receive increasing emphasis in the immediate future.

While it is important that you have a brief overview of MDTA activities it is significantly more important that you have an opportunity to assess with me the effectiveness of this training. I must confess that in our desire to get MDTA underway, certain areas within the program have not received careful evaluation. However, to the extent possible, selected projects as well as the overall program have received at least some evaluation. Obviously such evaluation is essential to determine how well goals are being met, to detect new problems requiring program adjustments, and to give assurance that policies and operations are responsive to the needs of individuals and to the community.

One approach to appraising training effectiveness is derived from the collection of data on earnings and employment status of trainees before and after training. Within the Division of Employment we have been conducting a series of studies on samples of graduate trainees from institutional programs in New York State. Some of the findings will be of interest, and to a significant extent they parallel the national experience:

1—Of those MDTA graduates employed, 80 per cent considered their employment permanent. If their work was in line with their training, the proportion considering the job permanent was higher—about 88 per cent. Of those employed in other than training-related work, a little over half expected to stay in the job, either because it was short-term or because they were looking for a better opportunity in line with their training.

2—Most successful in securing work were men aged 22 to 45; over 88 per cent of that group were working and 61 per cent were using their training.

3—Approximately 74 per cent of the women were working, but another 11 per cent had withdrawn from the labor market. Hence, of those desiring work 83 per cent had jobs. Most of the women had training-related jobs.

4—The long-term unemployed who were still in the labor market had the least success in finding jobs.

5—Of the persons employed and whose wages prior to training were known, 72 per cent were earning higher hourly wages in the survey period. More than 31 per cent of the trainee-graduates indicated a wage increase of more than 50 cents an hour.

6—The median wage for all persons employed was $1.82 per hour; for men it was $2.04 per hour; for women $1.69 per hour. Over 27 per cent of the men earned $2.50 per hour and better than 40 per cent of that group recorded wages of better than $3.00.

7—In one of the more recent sample studies, responses indicated that nearly four out of five trainee graduates were employed at the time of the survey; three out of five were in training-related jobs.

The Employment Act of 1946, now celebrating its 20th anniversary, created no new federal programs, but it did among other things establish a national policy for full employment consistent with production and purchasing power. This policy later resulted in significant manpower legislation, one such law being the Manpower Development and Training Act of 1962.

MDTA training originally was largely job oriented. Occupations in which there were reasonable prospects for employment were identified. Also training projects were set up for such occupations and workers most likely to meet employer specifications were selected for training.

Beginning in 1963 additional emphasis was placed upon training programs designed to meet the needs of the severely disadvantaged segment of the unemployed. Although an appreciable measure of success was achieved in reaching this group, the program's potential for servicing this segment needs to be more fully realized. For example, recent data for institutional training programs indicate that only one in 10 trainees is 45 years of age or older, that about one in 12 trainees has less than an eighth grade education and that one in five has been a disadvantaged youth.

Statistics such as these have pointed up the need for a shift in emphasis, the primary objective of which is developing and retrieving human resources through training and related manpower programs—for those with limited education who have experienced social and economic chaos from generation to generation. Examples of such groups are: Older workers, non-whites, impoverished youths, persons disadvantaged by lack of education, persons with prison records, mental retardates and the emotionally handicapped.

IT is expected that additional improvement in enrollments of these disadvantaged may be realized from a redirection of program emphasis. A sound basis exists for such redirection in that basic education—the "3 R's," so to speak—has already been given to a substantial number of trainees in New York State through the 16 multi-occupational programs in our large cities. Moreover the outreach activities of the new Youth Opportunity Centers of the State Employment Service, the special MDTA youth projects, as well as experimental and demonstration projects under MDTA, have contributed substantially to development of a person-oriented approach to training.

Another factor has been the relaxation of the former rigid requirements concerning "reasonable expectation of employment" in the training occupation. This has helped to facilitate the enrollment of many persons who formerly might not have been referred to training.

Because of this change in emphasis and because of changing economic conditions it will now be possible to concentrate on the person-oriented approach to further involve the hard-core unemployed in MDTA training. Such concentration will require substantial financial resources. Experience reveals that it costs more to provide the necessary training and services to the disadvantaged than to other persons. In New York State this is expected to lead to a substantial reduction in straight institutional-type programs. However, OJT will have its dollar allocation more than doubled, and, as institutional training can be coupled with OJT, we should be able to maximize the use of existing facilities and thus increase training opportunities for the disadvantaged. On-the-job training under MDTA has been demonstrated to be especially suitable for disadvantaged youth and unskilled unemployed of any age who may need the encouragement of more immediate and visible proof of earning and learning.

The falling unemployment rates which now make it feasible to focus MDTA attention on the hard-core unemployed and other disadvantaged groups have been accompanied by emerging manpower shortages in certain occupations and industries. Clearly, the economy is not in a period of general labor shortage, but stringencies are appearing on a selective basis. While the emerging shortages in the professional occupations may not be remedied by MDTA, certain other skill shortages can be met. Training in such occupations as automobile and other repairmen and for various skills in the service industries is already proceeding under the Act and can be expanded.

Work is underway to develop more definitive data on shortage occupations which are susceptible to MDTA training. Likewise, we are identifying shortages which can be remedied by upgrading, through on-the-job training to fill higher level shortage jobs, which then makes room for disadvantaged persons at the entry levels.

IN our State plan for the coming year, for both institutional and on-the-job training, approximately 65 per cent of the MDTA training will be directed to the occupational reclamation of the hard-core, disadvantaged unemployed, of which about one-quarter will be devoted to disadvantaged youth. The remaining 35 per cent of training effort will be explicitly deployed against emerging skill shortages in those occupations susceptible to MDTA training. This plan will be responsive to the proposal of the Secretary of Labor which called for a person-to-person approach aimed at areas of concentrated unemployment.

Thus, a large part of MDTA resources will be brought to bear on worker groups to whom aggregate economic expansion would not bring full participation in society's affluence—youth, minority groups, the poorly educated, older workers—the hard-to-reach, high unemployment groups who require exceptional assistance to become reemployed and self-supporting citizens.

In selecting occupations for training, consideration will be given not only to the occupational demands of the community, but also to the needs of the individual. It therefore is appropriate to look at some of the employment forecasts for major occupational groups in the remaining years of this decade—to 1970.

Employment forecasts or projections for major occupational groups are an essential element of manpower training. Members of this panel, and all persons concerned with training—whether public or private—should be interested in such projections.

OCCUPATIONAL trends in the past few years have shown some divergence from the long-term postwar trends. One of the outstanding changes in the estimated projection for occupational groups during the last half of the present decade will continue to be in the professional and technical, clerical and service worker occupations. Here, in brief, are the expectations:

—With the expected increase in demand for a wide variety of professional occupations, one can expect that a strong base of supporting technicians and sub-professional workers will also be required. Therefore, the opportunity exists to upgrade many persons now working below their potential skill level who eventually can free professional personnel for more creative duties.

—Clerical workers constitute the largest occupational category and rank second only to professional workers in growth. Employment nationally for this group is expected to increase by 18 per cent by 1970—an increase of nearly two million workers. Whether employment for this group will level off or be retarded in the years ahead because of automated office practices is yet to be determined.

—The broad area of production workers includes mechanics, craftsmen, and operatives.

Production workers have shown a dramatic upsurge in employment in the past few years caused by strong consumer demand for durable goods, and business investment in equipment and plant facilities. Present projections assume a lower consumer demand in the next five years. Thus, a one million rise in skilled workers is anticipated by 1970 for mechanics and craftsmen, pegged at the same rate of increase as employment generally. Operatives in the production area will have only a modest employment increase during the second half of this decade, an increase of only 6 per cent compared with almost 12 per cent during the past five years.

—Service workers include a wide variety of personal service workers such as barbers, waiters and hospital workers. In 1970 it is anticipated that there will be 11 million service jobs, over one-sixth more than in 1965. This field of work will thus expand almost as rapidly as the clerical field, and should prove to be an excellent avenue for entry into employment for the inexperienced, as well as a means of providing long-term skilled employment in health and personal service occupations.

—Farm workers are the only major occupational group which will have a significant decline in employment.

In 1965 these major groups represented two-thirds of the nation's workforce and all but one show substantial or continued growth trends. With the disproportionate increase of new and younger entrants in the workforce, the question arises as to just how qualified these persons will be—what skills will they have mastered? We can also expect that employers' job requirements will not remain static and that training facilities will necessarily be in a state of constant alert to meet changing needs.

We have seen in the last few years a new concept in which departments of labor and education join hands in assessing labor demand and supply, and in the implementation of occupational training programs, with the objective of jobs for the unemployed. An evaluation of these combined efforts has proven that effective assistance can be provided to this segment of our unemployed workforce.

In a thriving economy the MDTA program has the capability of shifting its emphasis to serve a greater proportion of the disadvantaged, using combinations of institutional and on-the-job training as needs dictate. Perhaps we are fortunate in conducting these training activities in an expanding job market. The employment projections provide us with some measure of confidence that jobs throughout the spectrum, from professional to semi-skilled, will be available, and that efforts on the part of the individual, labor, industry and government will be of substantial value in maximizing our manpower resources.

MISS BABBIDGE: Today I am not here to apologize for women in the labor market or anything. There is a vast army of clerical workers who, as Mr. Hopper pointed out, are on the increase at a rate of almost 18 per cent between now and 1970. In spite of the advent of automation, these clerical workers constitute the largest occupational category and are continuing to increase. If automation had not come about, it appears that we would all be drowning in a sea of paperwork at this time and faced with the problem of finding people to handle it.

It is no secret that there are not enough qualified people who are readily available to fill clerical needs. What are some of the problems in obtaining adequate help? The problems we have may stem from no other reason than that some of us are trying to hire skills greater than those needed just because we traditionally have. Why hire a trained stenographer to do a basic clerk's work?

THE problem of obtaining help may stem from trying to hire in a given age bracket because traditionally we have always hired people with experience on the job and not given a lower age bracket a chance, or vice versa. Education in these past few years has also been emphasized so much that we may be trying to get over-educated people for a job opening. We have, per-

"The problems we have may stem from no other reason than that some of us are trying to hire skills greater than those needed just because we traditionally have. Why hire a trained stenographer to do a basic clerk's work?"

haps, tried to hire only promotable employes when I know that all women don't want to be lady executives. As a matter of fact, the smart ones don't. They are well satisfied to be employed in a seemingly monotonous job because this is where they are happy.

Let us try to look for people who will really fit the position we have. We more or less have to tailormake the position to fit the people we have available. Perhaps we should look for a housewife who really needs part-time work but has no skills, or a housewife who needs part-time work but has certain given skills. Perhaps we should look for a mature woman who is ready to return to the labor market for a fulltime career or for those who perhaps don't know how to look for work or are not sure of what type of work to look for.

We have to look for possible sources of obtaining employes. Sometimes present employes could recommend people who are looking for jobs—friends, relatives—who, I know, are our greatest single source of new employes at the present time. I know specifically of banks which run ads in their house organs calling for employes to send in their friends or housewives who are looking for work but don't know where to look. And in some cases prizes were given to people who referred the companies to people hired, who stayed with the company, perhaps in a local branch. Most important, we should specify what we need, a housewife looking for employment, part-time help versus fulltime help, the type of skill needed to fill the job and whether or not we are willing to give on-the-job training.

I think that cooperation with local and State agencies is most important. You can establish good rapport with the State Employment Service where facilities needed are necessary and invite the people from the office to your company to see people on the job to demonstrate exactly what they do. Therefore, they can have a better understanding of what you need. Better communication is needed between labor and education, between labor and the local school, the community college and the university.

I THINK it is very important that we look at the whole applicant. Sometimes we are looking for a person to fill a specific job. We should look at the applicant in the light of that, look to see what skills he has which can be utilized or developed and see where he fits in the organization. It is also necessary to have two or three department heads interview each applicant. Maybe one will see something that another has not seen.

Personnel of a company must understand the department manager's ability to develop skills in a new employe. The manager with the ability to train can usually take an applicant with limited skills but with the ability to learn and in a short time train the employe. The manager with limited ability to train must have skilled applicants from the start.

IT is really vital that no company operate without a regular performance appraisal system and a long range plan for development. The supervisor must plan a development program, determine the objectives of the employe and be able to sit down and discuss the objectives and resources on hand within the company's personnel department. He must also develop opportunities for learning new skills, have alternates ready if the employe is not developing according to plan, set a time schedule for development and make available opportunities for promotion and recognition when skills are fully developed.

When we talk about clerical workers, in general we are thinking about women. I would like to share with you some of the thoughts that came out of Governor Rockefeller's Conference on Women, held in New York City last week. A special panel was devoted to "Opportunities for the Mature Woman" in which certain facts came to light, such as:

- A single woman will work 40 years of her life and a married woman will probably work 25 years of her life.
- The life expectancy of a girl baby is now 73 years whereas it was 48 years in 1900.
- About half of today's young women are married by the age of 20 and have their last child at about the age of 30.
- By the time the youngest is in school, the mother may have 40 or more years of life before her.
- It is estimated that eight or nine out of every 10 girls today will be gainfully employed at sometime during their lives.
- Today we have approximately 27 million women in the labor force; by 1980, it is estimated there will be more than 36 million.
- More than one out of every three workers is a woman and almost three out of five working women are married, including the woman whose children are grown and who now is ready to take up or to resume a fulltime career.

At the conference, certain questions were asked:

1. Are women working below their potential? What authority can verify this?
2. What are present and future volunteer and paid job needs for more people?
3. What special kind of preparation does the woman returnee need?
4. There is a great need for more volunteers. What has produced the shortage? What are the advantages of volunteer jobs for mothers?
5. How practicable is on-the-job training or refresher training for women returnees to the work force?
6. Do the job finding problems of low income women differ from those of middle income families?
7. Are there problems in developing day care centers for children of working mothers?
8. What experimental ways of utilizing part-time workers (especially during the 10 A.M. to 3 P.M. hours which mothers have free) have been tried by business, industry, the professions and unions? Why and what results?

THE solution to some of these questions lies with the federal and state agencies and with the woman herself. But business and industry can do a great deal to help these women and not from an altruistic standpoint either, for business and industry can profit greatly by doing everything they possibly can do to provide the climate to lure this potential work force back on the job and keep them there.

We are really talking about two different groups of women:

—The woman who wishes and needs to work while children are in school or while the father is home to keep an eye on them.

—The woman whose children are grown and who is now ready to take up or resume a fulltime career.

In the first instance, examples were given of companies who make use of those who are available from about 10 o'clock in the morning to 3 o'clock in the afternoon and, of course, the evening or night shifts, particularly in the area of data preparation where computers must of economic necessity be used around-the-clock.

In the second instance, we have a real gold mine. Here is a woman who has 20 to 25 good productive work years ahead of her. She needs only to be motivated to reactivate skills which have become rusty or to develop a whole new set of skills. The greatest obstacle she has to overcome is fear—her apprehension that no one wants to bother to train or retrain her, her lack of confidence to move in the fast pace of present day business and industry.

WE learned at the Governor's Conference that guidance centers are being set up to counsel with these women, to assure them that they are wanted and needed and that employers will be pleased to have their services; to make them aware of the many training opportunities available to them through the Manpower Development and Training Act, adult education programs and the like.

I think we, as employers, must look at these women in a new light. Perhaps we should disregard the traditional belief that skilled training makes people employable. Perhaps we should look at a person's achievement record rather than only past employment records.

Women who have managed homes and families along with responsible volunteer jobs may have better qualifications and characteristics for employment than persons who have actually had job experience.

And, gentlemen, don't be chintzy about this equal pay bit. You will only hurt yourselves by looking for loopholes in the law or failing to observe it. You always get just what you pay for. If you want to attract and keep good, capable women for your work force, consider the spirit as the letter of the law.

MR. STRAUSS: I have been asked to discuss three questions:

1—How well are apprenticeship programs meeting our requirements for skilled craftsmen?

2—What other means are available for skill development by the crafts?

3—How can apprenticeship be improved?

These are difficult questions. In 15 minutes all I can do is present a few conclusions based on research which the Institute of Industrial Relations has been doing over the past four years under a Ford Foundation grant. Incidentally, my comments will be directed mostly toward the building trades, because this is where two-thirds of all apprenticeship takes place.

The answer to the first question, "How adequately is apprenticeship doing its job?" depends in part on how one defines "adequately."

LET'S look at the statistics. If you look at the first page of the sheet which has been passed around, you will see three things: First, that there are not enough apprentices to replace the journeymen who die, retire or leave the trade and to make room for growth in employment; secondly, that this is not a new problem but has been going on for some time, and thirdly, that there is a substantial difference among the trades in the effectiveness of their programs.

First there is the question of the trades reproducing themselves. Estimates vary but it seems that each year at least 3 per cent of the tradesmen die or retire. To meet this need the apprenticeship system must produce at the minimum 30 apprentices per thousand journeymen. Since apprenticeships last usually four to five years and there is a 50 per cent dropout rate, to produce 30 graduate apprentices per thousand journeymen we need at least 180 apprentices in the system at any one time. As you can see, only the electricians come near this. When allowance is made for the expected increase in demand for construction, the reproduction rate for even the best trade, the electricians, may fall as low as 36 per cent—that is, according to the Federal Bureau of Apprenticeship and Training we are producing only 36 per cent enough electrical apprentices and doing far worse in other trades.

Does that mean we are facing disaster? No, because most jobs in the skilled trades can be—and are and always have been—handled by partially skilled men who have gained their training through various means less formal than apprenticeship, as I shall mention in a moment. Apprenticeship exists, in fact, primarily to train an elite core. Five years after graduation from apprenticeship, 20 to 40 per cent of all apprentices have become contractors, foremen or somehow members of management.

My second point is that this is no new problem. Some people talk nostalgically of some golden age when everyone received his training through apprenticeship. We hear constantly of the decline of apprenticeship.

TABLE I

SELECTED STATISTICS—BUILDING TRADES IN THE UNITED STATES

	Reproduction Rate		Apprentices			
			Active Apprentices		Enter Program	Complete Program
			Per thousand journeymen			
	1920	1960-70	1920	1960	1960	1960
Electrician	32	36	45	142	47	30
Pipe Trades (Steamfitter and plumber)	27	17	36	66	18	11
Sheet metal	NA	21	NA	76	20	14
Bricklayer	8	22	11	35	10	6
Iron worker	NA	15	NA	50	21	8
Plasterer	8	15	10	25	7	3
Painter	5	3	7	12	5	2
Carpenter	4	6	5	18	7	2

		Journeymen		
	Percent Change in Number in Occupation 1950-1960	Median Earnings 1959	Worked 50-52 Weeks (percent) 1959	Median School Yrs. Completed 1960
Electrician	+ 8.9	$5,959	70	11.8
Pipe Trades (Steamfitter and plumber)	+11.6	5,593	61	10.7
Sheet metal	+11.6	5,485	68	10.8
Bricklayer	+17.8	4,793	30	9.7
Iron worker	+19.6	5,543	46	10.0
Plasterer	−17.6	4,646	33	9.0
Painter	− 4.0	3,727	42	9.1
Carpenter	− 6.7	4,164	41	9.3

Source: George Strauss, "Apprenticeship: An Evaluation of the Need," in Arthur M. Ross, Ed., Employment Policy and Labor Market (Berkeley: University of California Press, 1965).

TABLE II

TRAINEES PER 1,000 CRAFTSMEN, NEW YORK STATE, MARCH 1957

	Total Trainees	Registered Apprentices	Unregistered Apprentices	Informal Trainees
Toolmakers, die-makers, or die-sinkers	116	55	27	33
All-round maintenance machinists	76	21	28	28
Bench machinists, machine erectors, or mechanical instrument makers	45	8	14	23
First class metal working hands	45	1	14	30

Source: N.Y.S. Department of Labor, "Manpower in Selected Metal Crafts in New York State," Publication No. B-107, pp. 89-92. Those called here "unregistered apprentices" are listed in the source report as being in programs "Entire period defined: Not registered." The figures given here for "informal trainees" include those in programs with "Period partially defined" and "No defined period."

ACCORDING to Table I the reproduction rate was lower in 1920 than it is now. Apprenticeship hit something of a peak in 1927-28. Table II suggests that there have been only minor changes from 1927 to 1965. The number of apprentices declined badly during the Depression and War, but then rose to an all-time high during the GI Bill period. During the Korean War, it declined and since then there have been slight ups and downs. But if we consider just the building trades and consider both quality and quantity, then I would conclude that apprenticeship has never been so good—we are in our Golden Age now.

Finally, our Table tells us that there are big differences among trades. Go down from the top of the list on Table I and you will notice that apprenticeship programs become increasingly ineffective. There are reasons for this: The programs on the top may actually require more skill, on the average, than those on the bottom. In any case, men here work in small crews and under less close supervision. They work for specialty contractors where turnover of employment is less. They tend to require mental rather than manual skills. And the income and regularity of employment is higher than for those further down the list.

Table III suggests the same thing holds for the machine trades. Tool and die makers receive more training than trades further down on the list and this training is more likely to be formal. But even tool and die makers are not replacing themselves.

TABLE III

BUILDING TRADES APPRENTICES, NEW YORK CITY AND NIAGARA FRONTIER 1927-1965

	New York City[a]		Niagara Frontier[b]	
	1927	1965	1927	1965
Bricklayers	1,690	645	136	31
Carpenters	1,460	1,477	49	19
Electrical Workers	1,600	3,205	0	115
Iron Workers	0	228	0	102
Lathers	100	205		
Painters (including decorators)	366	524	8	25
Plasterers	577	140	37	1
Plumbers	94	1,075[c]	72	69[d]
Sheet Metal	300	616	25	92
Total, all trades[e]	6,127[f]	9,635	345	559

a. New York City, 1927; Metropolitan Area, 1965
b. Buffalo and Niagara Falls, 1927; Cattaraugus, Chautauqua, Erie and Niagara Counties, 1965
c. Plus 407 Steamfitters and 88 plumbers and steamfitters
d. Plus 63 Steamfitters and 1 plumber and steamfitter
e. Including some not listed above
f. Including 4,690 non-indentured

Sources: 1927, U.S. Bureau of Labor Statistics, "Apprentices in Building Construction," Bulletin 459 (1928); 1965, New York State Department of Labor, Division of Research and Statistics, "Apprentices in Training at the End of 1965," typescript.

Table III suggests an answer to my second major question: If apprenticeship is not meeting the need, where are our skilled tradesmen coming from? There are at least five sources:

1—Apprentice dropouts. For every 100 apprentices who graduate, another 100 drop out before graduation, but of these at least 30 are really "drop-ups"—they quit apprenticeship because they find jobs as journeymen at full journeymen's wages. Though not as well trained as those who complete a full apprenticeship, they can perform routine tasks.

2—Our statistics have dealt mainly with registered apprentices—those who work on programs registered with the government. But since there is no real advantage to an employer in registering unless he has a Government contract or a large number of draftable employes, there are many unregistered programs—of varying degrees of quality.

3—There is also training in non-union or related sectors. A surprisingly high percentage of our skilled craftsmen have received their training in small towns and on farms. As we become an even more urbanized country some of this source of skill may decline, but at the moment there is still a strong in-migration into our big cities.

4—Many journeymen have come up through what is sometimes known as the trade heirarchy. They start on simple jobs, perhaps as a helper, and gradually are moved up to more difficult ones. Sometimes they pick up skills by watching, or by spelling men on their relief time, or even by putting in a little practice on their lunch hours. Then if the foreman is their friend, they may be assigned to the work temporarily in an emergency. Or he finds a job elsewhere, lying about his experience, in hopes that he can learn before anyone catches up to him. So, slowly, step by step, he (to use a common expression) "steals the trade."

5—Finally, some men, but not very many, learn their trade in vocational school. At least in California the number is low since both employers and unions tend to look down on the vocational school product.

My last assignment has been to suggest improvements in apprenticeship. Due to lack of time, I'll have to go over these very quickly. I'll begin with some fairly conservative recommendations of practices already engaged in by a number of trades. In effect I'll recommend we bring everyone up to the best. Incidentally, all these recommendations can be carried out through collective bargaining and so not require government intervention.

THERE are basically two ways of selecting apprentices. First, individual employers can make the selection, subject to the approval of the joint union-management apprenticeship committee (the JAC). Or the JAC can do the selection, usually doing this once or twice a year from a list of applicants who meet minimum qualifications. Some trades follow the first procedure, some the second. But the evidence suggests that central selection by JAC's gives much better results in terms of dropout rates and apprentice quality than does selection by the employer, particularly since the employers we are talking about are relatively small. So my first recommendation is to make JAC selection universal, at least in the building trades.

Secondly, some trades are experimenting with pre-apprenticeship classes, fulltime training at school prior to being dispatched to a job. These classes serve a number of purposes: They help weed out those who have no aptitude; they help instill the habit that school work is an important aspect of apprenticeship; and most important, they provide the apprentice with a minimum of skill before he goes out to work, thus making the apprentice more valuable to a prospective employer and hopefully increasing the number of apprentices hired. My second recommendation: Require all apprentices to go through pre-apprenticeship school.

An important part of apprenticeship is the 144 annual hours of classroom work which all apprentices are supposed to take. The quality of these classes varies greatly. A serious problem in some classes is that apprentices are permitted to enter, regardless of the time of the year, just as soon as they get a job. As a consequence, in these classes you have apprentices at all stages of progress. So recommendation number three is to start students all at the same time—and, incidentally, also to spend more time on demonstration, discussion and chances to practice manipulative skills and less on book work.

In this age of specialization there are many firms which engage in only part of the trade. Thus, some electrical contractors work only on tract houses and never get into industrial wiring. An apprentice in a firm like this gets only a partial education. So recommendation number four, already practiced by a number of unions, is to require apprentices to move from firm to firm at regular intervals, say every six months.

Another point: During the Middle Ages the typical age of entry into apprenticeship was 12 or younger. This age has gradually moved up till it is now 22—with graduation at age 25 or 26. So-called boys of this age are grown men, most with family responsibilities and they need a man's income. As a consequence, the starting pay for apprenticeship, which 50 years ago was 30 per cent of journeyman's pay, has now climbed as high as 75 per cent. When an employer pays this much for an apprentice, he can't afford to let him spend much time learning. He must get production from him at once.

My last recommendation is to lower the actual age of entry in hopes of getting higher quality candidates and also permitting a lower starting rate to be paid. This in turn should provide an incentive for employers to hire more apprentices and also should make it worthwhile for employers to provide better training—though some compulsion may be required here.

FINALLY, there are some radical possibilities which I don't have time to discuss. With pre-apprenticeship being adopted and much more intensive supervision and rotation of apprentices, it would be possible to shorten the length of apprenticeship from the traditional four to five years to, in some cases, one or two years for what might be called a basic certificate, with perhaps a year or so more for an advanced certificate in some field of specialization.

Employers can be required to take on apprentices, either through collective bargaining or through government decree for those who do business with the government. Licensing laws may require applicants to complete apprenticeship before practicing their trade. And, finally, something I am inclined to oppose: Government subsidies or tax advantages may be granted to provide an incentive for everyone to take on apprentices.

To conclude, apprenticeship is an important, useful form of training. There are too few apprentices today, but apprenticeship can be made considerably more attractive and more fruitful through some rather simple changes. In the long run, however, it may be necessary to consider more radical changes.

DISCUSSION

QUESTION: I would like to ask this question: Why is it that we are spending so much time on occupational training when we should get down to the basic issue—whether we want general education, or whether we want vocational and technical education?

MR. MINER: Until such time as we can do a more efficient job in the public schools, we are not going to be able to do a particularly successful job in any area of specialized training, whether in high school or college. You noticed as we talked today every one of us has made some reference to preparation for training somewhere along the line. We have found, at the two-year college level, youngsters who should be ready for advanced instruction but need further instruction in a basic subject. When these youngsters come in, they say, "You mean I have to take English? I have had 14 years of English. I didn't come here for that. I want to know how to use this equipment; I want to work."

We find that if we teach a subject in a way that is actively related to the student's own level of interest, we can reach him. When I look for an English teacher, I am looking for an older man who knows how to reach these students, not someone who is fresh out of school with a degree and wants to teach English Literature. I am looking for someone who has been a wage earner himself and who knows how to make the language earn him a living.

QUESTION: Why is it that this conference has paid so little attention to the hotel, restaurant and service fields?

MR. HOPPER: I am sure there is some answer to the hotel industry's needs. In MDTA and related programs, we have given some attention to occupational training in this field. There are so many manpower needs in New York State that we can't cover all the many occupations. I hope as time goes along we can do more.

REMARKS: We in the Hotel Employees Union in New York State have just finished a training program covering all categories of work within hotels. We had the support of the federal government and, in some areas, of local government. Local government helped us acquire such equipment as cash registers and typewriters for training purposes. Our programs gave on-the-job training in the various hotel operations. We had good cooperation from management. This is an industry where skilled people are definitely needed and where programs have to be directed to training the disadvantaged individual who enters the hotel industry.

REMARKS: We in the Cook's Union in New York City are now negotiating to establish a center where we can train our people. We for years have been seeking a school where we could train people in the kitchen field. This thing was supposed to be discussed again, but I don't know what the results were.

MR. MINER: I hear the question of a food trades school in New York City is coming up for consideration.

REMARKS: We hope so because what we are doing now is a stop-gap thing. We select our workers, often members of minority groups, and have very good experience with them; but we feel that we could very well have a formal kitchen training setup rather than catch-as-catch-can training.

I am talking about developing cooks who take pride in their trade and can send diplomats back home kissing each other. This is what we need and what is really important. We hear lots of talk about training electricians and carpenters but very little talk about training cooks, waiters and waitresses. Everyone complains about the food but nobody seems to do anything about it.

QUESTION: We have omitted discussion of training needs in the skilled trades. I would like to know if somebody would comment on that?

MR. HOPPER: I don't see how we can move into training people for higher skilled jobs as rapidly as we might like, but I do see in the long run that by doing so we will be able to develop a better labor market.

MR. MINER: I think for some time the problem has had to do with the fact that there hasn't been sufficient interest on the part of the employer. This is partly industry's fault because I don't think industry has done enough to uphold the position of the skilled man. Parents tell you they do not want their children to get into "dirty hands" education. They want them to have liberal arts educations whether they are qualified or not. I would like to see skilled labor in New York State set up as part of the State program.

Panel V

THURSDAY AFTERNOON, JUNE 2, 1966

CHAIRMAN: **CLIFFORD C. FURNAS**
President
State University of New York at Buffalo

PANELISTS: **HARVEY I. SCUDDER**
Manpower Resources Consultant
Division of Community Health Services
U.S. Public Health Service
Department of Health, Education and Welfare

RICHARD O. EDGERTON
Supervisor of Training
Eastman Kodak Company

SEBASTIAN V. MARTORANA
Executive Dean for Two Year Colleges
State University of New York

DONALD BRUTVAN
Assistant Dean, Millard Fillmore College and
Associate Professor, School of Engineering
State University of New York at Buffalo

MEETING TECHNICAL AND PROFESSIONAL DEMANDS

DONALD BRUTVAN
RICHARD EDGERTON
CLIFFORD C. FURNAS
SEBASTIAN V. MARTORANA
HARVEY SCUDDER

Dr. Clifford C. Furnas, left, at the microphone, describes the soft landing on the moon as he chairs the panel on Meeting Technical and Professional Manpower Demands at the Governor's Conference on Manpower Training. Others at the table, from the left, are Donald Brutvan, assistant dean, Millard Fillmore College, State University of New York at Buffalo; Richard Edgerton, supervisor of training, Eastman Kodak Company; Sebastian V. Martorana, executive dean for Two Year Colleges, State University of New York; Harvey I. Scudder, manpower resources consultant, Division of Community Health Services, of the U.S. Department of Health, Education and Welfare.

How shall we meet the need for technical and professional manpower? What are the training roles of the corporation, the two-year community college and the other colleges and universities? How can we increase the efficiency and availability of medical care in this time of rapidly expanding demand? These are some of the questions dealt with by this panel.

PRESENTATIONS

CHAIRMAN FURNAS: Now, as Adam said to Eve as they were leaving the Garden of Eden, we're living in a changing world. A changing world is what this whole conference is about. As evidences of the changing world, I realized I was too old to stay up until 2:19 A.M. this morning to get the instant-by-instant report of Surveyor One landing on the moon, so I got a copy of the afternoon newspaper. Here are some pictures of what the instruments on Surveyor One saw. There is also an interesting paragraph in this paper describing the soft landing of Surveyor One on the moon. So perfect was the guidance that the landing was within feet of the predicted impact point in the Sea of Storms, a broad, dry plain 100 miles in diameter near the western edge of the face of the moon just south of the Lunar Equator. We can draw rather interesting human aspects of this because you don't advance without people.

ALSO in this page there is a picture of some very, very enthusiastic people. You might think it was a football game. The picture title is "Yea Team! Jet Propulsion Lab scientists and office workers broke into applause in Pasadena, California, this morning as the successful landing of the Surveyor space craft on the moon was announced." There is another little human touch involved, and for this reason, I'm bringing this to your attention. After all, we're talking about human beings. Surveyor One carried an American flag to the moon's surface today. The four by six inch flag was purchased at a drug store for 23¢. It was placed on board by the chief Surveyor Project scientist of Hughes Aircraft Company. One might say the things might be getting out of proportion. They spent 100 million bucks to take a 23¢ flag to the moon.

I'd like to also point out another reason why I think we're here. Yesterday afternoon at 12:35 I was extremely disappointed, listening very carefully, when take-off of the two astronauts on Gemini 9 was scrubbed. The countdown had been stopped at three minutes, and holding. Well, they are still holding. Something went wrong with guidance or something. They didn't know at that time, but I was glad to learn in this afternoon's paper that the engineers pinned the blame for the postponed Gemini 9 flight Wednesday on a faulty signal relay system. It kept a guidance command from reaching a black box for the electronic translation to the spacecraft. It just shows that there is usually a 10-cent piece that goes wrong in a $50-million experiment.

So we still have something to do in terms of science and technology. That's what makes it so fascinating.

I WOULD say overall that the objective of this conference, and I hope there will be others at various times, is the general problem of fitting square pegs into round holes with the round holes being the occupational opportunities and the square pegs being those people we have to work with. I don't mean they're all squares but —they may have to be smoothed up in order to fit into the occupational hole. That is what education and training really is.

The general theme of this particular panel, at least it was the one that I suggested, would be "Keeping up with the procession through education and training."

MR. SCUDDER: What are the characteristics of the health industry? What are some of the problems that we face? Perhaps through recruitment, education and training we might begin to make some inroads into these problems. Can we realize the health potential of this country, which, if we read it correctly, seems to be headed toward a single standard of health or health care for each citizen?

A single standard is not new to us. We have become quite accustomed to it in terms of the water we drink and the milk and food that we consume. We do not expect that if we open the tap in one place or another we will receive different qualities of water based upon our ability to pay, but rather a common high quality of water available to all citizens. We expect the same in pasteurized milk. We expect the same in foods. The idea that a high level of medical care and health services may be available generally to everyone, rather than be a reflection of one's ability to pay, is not essentially a new idea, but it is new in health, and it may well be that the Congress, in reacting to the pressure of the public, is so interpreting it.

A single high standard is what should obtain in a country that can't afford ill people. From the standpoint of manpower particularly, I think all of you realize that we can in no way afford ill people. As individuals I'm sure we feel that way but as organizations we characteristically have very great reluctance to face the change and especially the rate of change which may take place.

CLIFFORD C. FURNAS
Panel Chairman

WE are talking about a health industry that at the present time spends 6 per cent of the gross national product. This is about a little less that $40 billion a year. It employs around 3.2 million people; this makes it the third or fourth largest industry in the country.

We are dealing with nearly two million hospital beds. We had 125 million outpatient visits in 1964. This was a 6 per cent rise over the year before.

Now under Medicare with 19 million people having new-found eligibility, and with Title 19 calling for public assistance, we do not quite know what the demands will be, except that they will be considerably in excess of the present. Title 19 represents the large base of the iceberg; it is less visible than Medicare. New York State recently enacted into law their portion of what is to be federal-State support of this program. Other states following this may result in quadrupling the calculated expense for the first year of Title 19. Instead of $238 million it may well amount to one billion dollars in the first year.

This increase in popular demand is the reason why we face extreme problems in health man-

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The views of Dr. Scudder do not necessarily represent those of the U.S. Department of Health, Education and Welfare.

power. The fundamental difficulties I shall discuss with you. They are ones well known to management and labor and well known in other areas than health but are not very visible to the public in its casual look at the nature of health manpower.

First of all, in looking at the health industry, one finds it cloaked with so much virtue that it somewhat resembles our church or other activities commonly removed from constructive criticism. Individually or collectively we rarely take a stand with regard to their efficiency and their ability to render some service, just as an enterprise must. Frankly, today the health industry must render as an enterprise with regard to how it utilizes its manpower, how it utilizes its facilities and how it serves the public.

THIS is difficult, indeed, because in general there has been very little of a management structure in medicine, primarily because the people in medicine practice in solo fashion, even within a hospital. The physician has been part of what is essentially a guild system, in which he has been the master, with almost no other people at a level approaching him, or really assisting him in his routine professional tasks. He has, however, at a far lower level, the nurse, technicians, and other supporting people.

Second, if any management person looks at the salary of a general duty nurse, which in the USA averages about $4,500 a year, and the average salary after office expenses of a physician (above $28,000), he must realize that there are a multitude of tasks in between these two levels, done by either one or the other. Fairly visible then is the fundamental need for intermediate personnel at several levels to perform the tasks in between the present supporting and the top professional persons in the field.

The suggestion of middle level manpower development opens an area of extreme sensitivity. This sensitivity will not permit change at a rate that one might easily rationalize. It is really not the nature of the change or the procedure but the rate at which it is to be accomplished that seems to threaten and make very sensitive the total issue of health manpower.

Third, we have below the professional person a relatively poor image of health careers. We have an image which is heavily laden with service aspects—so much so that although young girls go into nursing with the idea that bedside care is one of the most wonderful things that a person can do, they soon become disillusioned and leave. If we look at the graduate nurse, we find she has often become strictly professional in terms of administrative duties.

At this point we wonder who actually is left to do the nursing. I think all of you potential patients can agree with me that we cannot automate the individual who lies sick in a bed, so there will be constantly a need for a kind of individual care which in the minds of many people will still add up to drudgery. This, in turn, will add up to very poor pay and poor hours. We have a difficult task if we are to change this image.

FOURTH, the field of medical care has peculiar economics in which the extremes in reward are varied from the surgeon at the top to the person who volunteers her time, without charge, to the community hospital. One might say that the hospital is an establishment in which there is so much in the way of volunteer help that occasionally one wonders if the hospital takes seriously the payment of those people who have to earn a living there. Perhaps in testimony to this, there are a half million inactive nurses in this country.

With this point, we arrive at the fifth problem in health manpower—the problem of retraining for a changing world of work. The question we have in trying to produce manpower for the health field is whether you train more people, or make it possible for those who have left the active field to return again. One can easily see that a very great increase in efficiency could be added if one could prevent the wholesale attrition, or if one could bring back for retraining the people who have left the field. Often many health workers leave because of the low income. Certainly many others have been affected by the extremely rapid technological changes that have been occurring and which threaten the whole industry with obsolescence.

The woman physician presents a classic need for retraining. A real-life example is a radiologist who 15 years ago was board-certified and in practice. Today, she finds that the field has passed her by. She feels, since her children have gone to college, she would now like to come back. But there is no place in the country that will give her the retraining she needs.

In response to this picture, we are setting up a pilot venture in the retraining of women physicians. There are 2,000 women physicians in this country who are inactive. Such a number represents the output of 20 medical schools. A medical school is a $30 to $50 million plant which over the course of five, six, seven years, or 10 years produces physicians, our top professionals in health. So if in the course of a few months of retraining we can bring some of these people back to activity we benefit greatly. The economics is quite wonderful indeed.

The advantage of bringing more women into the manpower pool is of course well known. The problem is to retain them. Medicine has long been alleged to be a woman's field that has been pre-empted by men. The care of the sick and injured is quite appropriately a woman's job, yet we have in this country 20,000 women physicians against a total of nearly 300,000.

SIXTH on our problem list is the field of communication, which seems to present extreme problems in the field of medicine. Not only communication in referral of patients and their histories, but also with regard to technology which is beyond one's capacity to "keep up." Recently this province has been invaded, very properly I believe, by computer systems. The influx of computers is in all kinds of hospital operations. A patient in one place may one day have his records immediately available to any another place; thus we may avoid having the physician and the nurse spending extensive time as clerks. We may also have the advantage of a cumulative record. Acceptance is slow and the hardware overwhelming.

Let us go into some of the aspects that affect our manpower from the standpoint of recruitment, the seventh problem area. The number of physicians with relation to the population is rather steadily losing ground although to my knowledge the American Medical Association insists that this is not really so. However, we must point out the large number of physicians who are going into research and other non-practice activities. Only about one physician in seven is interested in going into general practice, and this is dropping progressively. Nevertheless there are at the moment, and have been since the '50's, somewhere over twice as many applicants to medical schools as there are acceptances.

Until recently there has been no mechanism by which people from the lower income groups could enter the field of medicine. Today we have loan and scholarship provisions under the Health Professions Educational Assistance Act. The scholarship provision should make it possible for many youngsters who come from families below the $10,000-a-year bracket to enter medicine.

With regard to the other professions in medicine we have real recruitment difficulties which are far more severe. Perhaps one of the reasons is that at no place in our public school system is health presented as a series of occupations. In grammar school or in high school, health is identified with personal and community hygiene, not viewed as is chemistry, physics, French, English or other subjects as areas of intellectual endeavor. Health professions are simply not visible to our high school students.

We have in perhaps two-thirds of our states health career organizations that are beginning to provide school guidance counselors and others with information which may lead to improvement of the situation. However, there has still been no coordination at the national or federal level with regard to health careers. A meeting in St. Louis at the end of March under the National Health Council brought together for the first time representatives of 50 states to propose how we might improve our stand in recruiting health manpower through the schools.

THE eighth problem area is the need for curriculum provision and revision. A particular aspect is the steady accretion of curricula; that is, there has been a failure to revise the elements of learning required of the individual. Instead, more has been added on top and it just builds up. I wonder how much damage we do when this cumbersome process turns out physicians in some of the specialties who are married with children, 30 years old and sometimes beyond—finally ready to start work.

Accordingly, there is a serious concern over the rate of change facing such a system. In fact, throughout the health professions a very serious revision of the entire curriculum should take place with more emphasis on the training that's needed to enter and become a working member of the profession. Licensing, certification, registration and so forth constitute constraints which make it very difficult to seek such revisions.

Several medical schools are quite interested in curriculum revision. Some schools are proceeding with shorter curricula, hopefully to reduce the time required to go through these programs.

In nursing the RN training program is ordinarily conducted in three years by a hospital, but this is now passe. It is now considered by the American Nursing Association that the four-year bachelor's program is the one that should be brought into dominance. In addition a technical nurse is to be trained by a two-year associate program at the community college. In spite of this revision it has been sorrowfully stated that after four years and a bachelor's, as well as after two years, the girl still does not know how to make a bed and still has to start out as somewhat of an apprentice in nursing. This same complaint is heard in industry about scientists or about engineers. Training often does not fit the job.

Our ninth serious need is to establish some kind of an educational continuum in which the individual is released to participate in his field before he is really graduated and then is able to get continuing education along the way. He should get retraining or re-entry education as needed so that he has a career ladder upward from the beginning of the health manpower technical areas. He is enabled thereby to move upward as he can qualify for advance. The absence of upward mobility is one of the most difficult aspects of the whole health manpower field.

Eli Ginsberg of Columbia has characterized this tenth problem area as a manpower hierarchy consisting of many groups, each with its foot firmly planted on the neck of the one below. As you look farther up, you see more and more complacency about the situation. The difficulty of a person at one level moving up to the next is so nearly impossible that leaving the field is simpler. Even within the areas of medical technology or nursing there has been little mobility possible.

SOLUTIONS for these 10 problem areas are hard to find. In training we need the strong support of community colleges in the production of health manpower. We need extensive revision in the requirements for apprenticeship components in training. Guidelines which will help junior colleges under health manpower training are now being set up by a joint committee of the American Association of Junior Colleges and the National Health Council. The Office of Education and the Public Health Service are on that committee and all of us appreciate the problems. I hope that we manage to lick some of them but I wish that this had been done many years ago.

In the face of all of the Medicare urgencies one is reminded that when Oscar Ewing was Secretary of the Federal Security Agency, a health plan for the nation was introduced with the provision that it would be initiated after three years of planning. We now have Medicare within a matter of months only. We face this with very little information. The nation's hospitals have not been surveyed since 1958, so we come to Medicare with manpower data eight years old. We are now in a hurry to send questionnaires to 9,000 hospitals and 8,000 nursing homes to learn what our manpower base is.

Although we may get these data, and derive some idea of our manpower deficit, no one is bold enough to state on a federal level, or perhaps even on any state or community level, what is the standard that should obtain in medical care and health services. That is to say, how many physicians do we need? What are the supporting manpower requirements? What is our deficit? What is the manpower goal? These are tough policy decisions.

Certainly, a systems study of the health manpower area is required. We are hoping that one can be in the Public Health Service. The University of Michigan, the University of Notre Dame, and Johns Hopkins are all interested in this approach. Fuller utilization of professional and supporting personnel and facilities may be the result.

For example, it has been estimated that the average physician spends from 30 to 70 per cent of his time in work which really does not dignify his training. One might then ask, would it not be an effective approach to double his ability to deal with patients rather than to attempt to double the number of medical schools training physicians? New York State has 10 medical schools and an 11th coming into being now at Mount Sinai; these cost, as I said, from $30 to $50 million apiece and these average in output 100 students per year.

If we add people in the physician's office so that his time can be utilized more effectively and if we improve the way in which hospitals arrive at diagnoses, carry out therapy and move the patients through, we will have to originate a middle management structure of the kind well known to conventional industries. However, the whole area is extremely sensitive because it suffers from its heritage as a guild system. It suffers from problems of academic credit and the "credentialism" of licenses and registration. It suffers from many geographic restraints; a medical technologist who can work in New York State may not work in the State of California, because California requires a Bachelor's degree for medical technologies.

THE federal government will try to assist State and local people in arriving at a coordinated basis for dealing with health manpower problems. It was this same attitude of coordination that the Governor spoke about this morning and Commissioner Catherwood spoke of when stating the need for an over-all plan. If agencies can work closely together in community areas before they become problems of an exorbitant nature, we will have made a great stride forward.

As Commissioner Allen said with regard to

Industrial Commissioner Catherwood enjoys a moment of levity with Alfred C. Stevens, left, and E. W. Mathias of the State Manpower Advisory Council.

the educational process, we must recognize the importance of a basic general education. This should be a core curriculum which insures that our people will have upward mobility in the health vocations and professions. A registered nurse who has spent three years in training should get some credit if she wishes to get a four-year Bachelor's Degree, instead of the present situation in which she may receive no credit whatsoever.

The rate of change in the whole health field is such that the physician's world is threatened by it. The nurse is threatened by it. The technician is threatened by it. And all this has come about because we have responded in this country with an investment in medical research which is in answer to a popular demand.

The Department of Health, Education and Welfare, through the National Institutes of Health, now spends over one billion dollars a year in biomedical research. We should all like to see as much of that knowledge as possible marketed at the bedside, on the operating table or among well people in our communities. To do that we need a very great increase in the health manpower that we have in addition to that needed to cover our present deficit in meeting very ordinary standards.

These are very severe problems. Many could be answered if we could bring some of the best of management science and structure into these very delicate areas. Some of the answers that have been proved successful in industry and in other complex functions of our society should help solve the manpower problems in delivering medical care and health services.

DR. EDGERTON: I would like to restrict my remarks this afternoon to the training opportunities which we make available to technical and professional people at the Kodak Park Works of the Eastman Kodak Company in Rochester, New York, where there are currently approximately 23,000 people employed.

For those of you who are not familiar with the Rochester operation, some of this training may be provided through our Tuition Aid Program for those people interested in continuing their education at our local schools and colleges. I am sure that many other industries in New York have similar programs for their employes.

To give you some idea of the magnitude of this at Kodak Park, last year this tuition aid amounted to $275,000, which represents a refund of three-fourths of the cost to the individual. We do not have a sliding scale depending on the grade received since we believe this exerts an undue pressure on the professor for high grades. We do, however, recompense the individual for a passing grade or a D and 80 per cent attendance.

Training which is required for an individual to perform satisfactorily on his present job is provided by the company on company time and at company expense. People are recommended for this training by their immediate supervisors.

THESE courses or programs may be conducted in our own training facilities by our own staff or by outside professors either at the plant or at a nearby university depending on the equipment that is required.

Examples of inplant training conducted by our own staff are technical and non-technical courses in photography which were originally instituted to train our technical sales representatives but which now constitute an extensive series of courses for technical people working in our research, development and manufacturing areas.

Another early program was devised by the comptroller's division for cost engineers. Several years ago we helped to develop programs in statistics for our research and development people to enable them to do better and more productive experimental work.

These were proposed to us by Dr. Hill from our Tennessee Eastman Corporation.

Examples of cooperation with local educational institutions are the four courses currently being offered to our people under contracts with the University of Rochester.

Two of these courses were suggested by our research laboratories. A lecture-laboratory course in electronics for scientists is being offered at the university because of the equipment and laboratory space required, and is conducted by one of their professors. This course has enabled our technical people in the laboratory to better understand and use some of the new electronic equipment with which they work.

ANOTHER course is one in scientific Russian conducted in our training department by the university. This has provided our technical people with the ability to scan publications in Russian in their own field before translation is available or, in some cases, making it unnecessary if they are able to scan it and get the general nature of the article.

The third course conducted at Kodak Park is a review course in the new mathematical tools for chemical engineers followed by a fourth course in transport phenomena.

These last two courses were requested by our engineering division and I am sure will be repeated.

Even though courses are requested by particular departments in the plant, we attempt to have representatives from other interested departments attend.

In all courses, regardless of where or by whom they are conducted, we insist on a thorough evaluation of the program to determine whether it has, in fact, accomplished the objective originally requested and provided the needed training.

This has been an invaluable tool which has enabled us to continue to modify and improve most of our programs. This evaluation is carried out either by the use of a questionnaire which can be anonymous, by a personal interview or by group interviews. These questionnaires or interviews attempt to evaluate many aspects of the program including what a person thinks about the fellow who taught it, and this can be rather revealing sometimes.

IN addition, our engineers and research people have inaugurated special seminars or lectures for their own people. As a matter of fact, our research laboratories will be offering this fall a series of lectures on reaction mechanism in organic chemistry. In most of these courses, outside homework in the form of reading and/or problems is required. I still haven't figured out how to learn mathematics without doing some problems. I guess our teachers haven't either. This outside work amounts on the average to five or six hours of work per week. Interestingly enough, our evaluation shows that most people would like more outside work.

In addition to the programs conducted by us and by other institutions in the community to encourage our professional and technical people to continue to improve their technical competence, we make extensive use of the special summer courses now offered by many colleges and universities across the country as well as short courses on specific subjects like those being offered by professional societies such as the American Chemical Society.

I believe at their next meeting in September they have a series of eight special courses which will last an average of two to four days along with their national meeting.

In some cases we may designate people to take courses directly applicable to their present job. For such designated courses we pay the entire cost. For people pursuing graduate degrees we allow time away from work to attend class, but, I should say parenthetically, under certain conditions. Not everybody goes away to school indiscriminately because their prime job is working and that's what they are getting paid for. When people wish to undertake a PhD program where residency for a year is required, we grant an educational leave of absence up to one year, which can be renewed.

TO sum up my brief remarks, I believe our policy is one which encourages people to help themselves. If they are willing to continue their education, both formal and informal, they will be prepared to assume greater real responsibility. We try to provide this special training by utilizing the best people available, whether they be within the company or outside at our nearby colleges and universities.

I hope my comments have indicated to you the many-faceted approach that we are taking to satisfy the constantly changing requirements for new technical and professional people and to provide the opportunity for our present employes to keep up to date, both formally in university and company-sponsored courses as well as informally through the technical literature and attendance at technical society meetings in their fields.

MR. MARTORANA: The topic of this panel, as phrased, allows discussion of the wide range of both technical and professional demands. The wording suggests that there is a difference and that both are necessary. I have chosen to address my remarks, therefore, to the need for technicians in New York State and the role of community and technical colleges in training well qualified technicians for employment in our State's businesses, professions and industries. Before commenting on these matters, however, we should perhaps dwell a little while on what we mean when we say "technician" and "technician training."

We in New York State are fortunate in that interest in identifying the need for and defining the characteristics of technician workers in the labor force started many years ago and has continued high. Each study and report raised the question of an accurate and valid definition of a technical worker. As long ago as the late 30's, Dr. J. Cayce Morrison of the New York State Education Department made a series of broad studies of the needs for workers between the artisan and craft level and the professionals. It was his studies that brought to light and started to focus national attention on the fact that for every professional in a modern highly advanced technological development there is good place for employment of from one to five technical colleagues, if highest efficiency and economy of operation and productivity are to be maintained.

A NEW approach to establishing a definition was taken by the most recent study completed by the New York State Department of Labor in cooperation with the State University of New York and the State Education Department. Rather than attempting to define "technician," it identified what was termed "technical occupations."

These were defined as follows: "For present purposes a technical occupation is defined as one which requires knowledge of scientific, engineering, or mathematical principles and which involves a task of applying these principles to the solution of problems or to the performance of particular functions or operations. The task usually includes some kind of analysis, designing, drafting, testing, technical writing, or related duties.

"Technical occupations as here defined include the jobs of:

- Persons who provide direct support to the engineer, scientist, mathematician, or architect in specialized areas of their work.
- Technical specialists engaged directly in production, distribution, medical and dental services, and related processes and services.
- Supervisors working in a nonprofessional capacity who perform technical functions for a substantial proportion of their time or who are immediately responsible for directing technical work.

"Technical occupations as here defined exclude the jobs of:

- Persons engaged in unskilled or semiskilled work, even though such work involves the use of technical apparatus and equipment. Simple, repetitive testing and inspection, for example, is likely to be an unskilled or semiskilled operation.
- Persons engaged in traditional craft operations, such as machinist, tool and die maker, electrician, and cabinet maker. However, persons using craft skills should be reported if their work requires that they regularly devote two-third or more of their time to carrying out tech-

"If we add people in the physician's office so that his time can be utilized more effectively and if we improve the way in which hospitals arrive at diagnoses, carry out therapy and move the patients through, we will have to originate a middle management structure of the kind well known to conventional industries."

nical functions and less than one-third to applying craft skills."

It is not my function in this panel to document extensively or in detail the need for trained technicians, but a word in passing drawn from the report just cited may be helpful to the discussion to follow. The report describes how essential a good supply of technicians is to a modern economy in these words:

"These technical jobs, nevertheless, are critical to the industrial economy. They are a principal way the economy has adjusted to a supply of engineers and scientists that has been limited in relation to technical manpower needs.

"As the pace of automation technology quickens, some increase in technician-engineering ratios may be expected, especially in the design and development of electronic, electrical, and mechanical instruments and equipment. The physical science, medical and construction fields also may be singled out as ones in which technicians and technologists are playing an increasing role."

Both high schools and post-high-school institutions have had a role in educating and training technicians. A young person's chances of getting a job as a technician, however, are improved considerably if he has had substantial post-high-school technical education and especially if he has an associate or higher degree.

This fact is a logical expectation when one examines again the definition of "technical occupations" and observes the stress placed by these jobs on "scientific, engineering, and mathematical principles," "analysis," "testing," "technical writing" and related duties. It would be the exceptional high school student or high school program that would meet such requirements but they are standard expectations of a collegiate-technical program.

THAT is why in New York State, as in most of the other states, the community and technical college is coming to be the chief source of supply for its business, professional, and industrial enterprises. All here should notice the strong support to community colleges given by President Gould, Commissioner Allen, and Mr. Peterson in their talks earlier today.

During the year August 1964 to August 1965, New York State's 34 public two-year colleges graduated 7,419 persons with the Associate in Applied Science Degree. This is the recognized degree for a person completing a two-year college course designed to prepare a person for employment in a technological occupation. Graduates included the fields of nursing, medical secretarial science, dental hygiene, medical laboratory technology, restaurant management, agricultural science, electronics, electricity, design, police science, accounting, data processing, and many others.

In contrast to the productivity of the community and technical colleges in this field, the public four-year colleges produced less than 500 Associate in Applied Science Degree graduates and, of course, the high school programs produced none.

The importance of technical education and training in a post-high-school, collegiate setting is not to be minimized. Increasingly, recognition is given the fact that the over-all educational level of our population needs to be extended to a level of at least a two-year collegiate experience beyond high school. Most recently this was advocated by a blue-ribbon national commission. The National Commission on Technology, Automation, and Economic Progress issued its report on February 2, 1966 after a year-long study and stated as one of its major recommendations that there should be for all, "universal high

:hool education and opportunity for 14 years of free public education."

Provision of an opportunity of this kind, although not on a tuition-free basis but on as low a cost to the student as possible, is the commitment of the public community and technical colleges in New York State. This is true not only for the training of technicians, which the statistics just quoted show is a well accepted assignment for this college, but for those seeking other careers as well.

BEFORE I conclude my remarks, let me bring out into the open some problems that confront our efforts to train well qualified technicians. Mr. Peterson attended to this in his remarks on Canada this noon in his talk. A brief identification of these will perhaps provoke more discussion in the open meeting later on. There are three that are serious impediments to efforts to expand and strengthen the programs.

First, there is the public lack of understanding of what a technical occupation is and the value of a technician to our productive enterprise.

Second, and relative to the first, is the difficulty of recruiting able young men and women at the high-school graduate level to enter these career programs.

And third, there is still a lack of clear definition and preciseness of job definition and full-utilization of technical workers in business, the professions, and industry, even though repeated analyses in all of these endeavors show that wise and full use of technicians teamed with professionals increases productivity and reduces costs.

The community and technical colleges in New York State have the best technician programs in the United States. I can say this unequivocally based both on my own personal experience and observation in many parts of the country and on the results of objective studies and surveys of technician training that have been reported. What we have is excellent but we don't have enough! A truly frightening expansion is being assigned, asked of us, and expected of us! We intend to keep up our quality and productivity in this area while simultaneously strengthening the two-year colleges in their service to persons seeking such careers.

There are many problems before us but also an opportunity such as never before afforded public higher education in this State. We appreciate the interest of the persons at this conference in our colleges and look forward to your help and cooperation in our efforts.

MR. BRUTVAN: In any discussion concerned with the development of technical and professional manpower, we should not overlook that individual who is presently practicing his profession. If the knowledge and skill of this individual were updated and refurbished to a level on a par with today's latest developments, he could help greatly to close the gap between supply and the demand that exists for his talent. And since the rate of generation of new knowledge and technique will continue to rise, this aspect of re-education of the practitioner will take on greater and greater importance.

Continuing education can be broadly defined from the university viewpoint as that educational activity pursued by an individual beyond a formal degree-oriented program. From the viewpoint of the individual, it can be stated as that application of time and effort necessary to acquire knowledge lacking in his background, to maintain a command of past developments, to keep abreast of recent developments, and to open the door to extension and application of present knowledge. In brief, continuing education can be considered to fulfill the functions of introduction, review, updating and expansion. Although the primary responsibility for this effort rests with the individual, it is also dependent on the recognition given to it by educational institutions, industry, government and the professional societies.

The university should be concerned in this activity because of its true educational function. The development of methods of teaching and effectiveness of effort in this area are of necessary importance to the university. Further, the university environment is conducive to the presentation and acceptance of knowledge, and the resources of the institution are geared to this activity.

THE intellectual level and skill of segments of the population has long been recognized as one type of national asset. Both industry, which employs so great a portion of this resource, and government, which exists for the common welfare of the nation, must recognize the obligation they both bear to the maintenance and continued advancement of this asset. The growth of the scientific and technological community must continue to keep pace with new developments and techniques not only for the survival of industry but also for the economic and cultural growth of the nation.

What then is the role of the university? Traditionally, this has been one of offering to its graduates the opportunity for advanced specialization in depth terminating in an advanced degree for the participant. Any other service to its products, the baccalaureate degree holder, has been considered as one of little or no concern because of the demands of the initial objective.

Today it is recognized that only a minor fraction of college graduates have the opportunity to continue their advanced degree oriented education. Many directions are presently being taken by educational institutions to service those individuals who have recognized the need for lifelong learning experiences in other than formal degree programs. Among the more important of these directions is the realization by the institutions that although we accept the fact that education is a lifetime activity, we cannot accept the premise that the individual can "go it alone."

NEITHER can we accept the fact that employers can supply the necessary experience to prepare one for all needs beyond the baccalaureate or graduate degrees. Continued contact with the leaders in the field is necessary and frequently a more demanding educational activity carried out under the guidance of educators is the answer.

Educational programs at any level cannot be taught from the viewpoint of terminal presentations but must consider the unknown future. Each topic must open doors, not close them, to the connection that future advances have with the past.

Some indication of what universities of today are doing in the area of continuing education is of concern to us.

Most have been and are presently engaged in offering conferences, institutes, short courses, and seminars at various levels of effort. Participation in these activities at some schools on an annual basis frequently extend into the five and six figure range. Numbers of annual enrollees in noncredit activities at schools such as Michigan State, Georgia Tech, Northeastern University, University of California and Oklahoma frequently range from 20,000 to 200,000 and more.

University of California, for instance, reported in a recent article in "Business Week" an extension enrollment of 218,000 in 7,000 courses with a budget of $15 million. They expect 350,000 enrollees by 1975 with a budget of $26 million. Nationally, enrollments in these activities approximate four million participants with a three-fold increase expected by 1980.

ONE of the figures that was given this morning was the fact that there were approximately 175,000 professionals employed in the State of New York. If each of these individuals engaged in only one course per year for updating or retraining or because of personal interest, it would mean that our enrollment in the State would be at least 175,000 participants.

Many of the continuing education presentations given by universities can be grouped into that category known as "state-of-the-art," but are truly educational and not merely training activities. Many of the types of presentations are the result of close cooperation between the university and industry, and frequently could involve the label "tailor-made" because they are geared to a particular segment of the technical community and to a specific need.

Continuing education activities are not merely geared to seminars and conferences, however. Programs for presentation over an extended period are also offered by many schools in cooperation with industrial concerns, technical organizations and professions. Bell Laboratories, in cooperation with five American and one Canadian university, offers campus programs to its employes that extend over a period of 12 months. General Electric Company, IBM, and Monsanto Corporation are other industries involved in cooperative educational efforts between the university and industry with program time scales greater than a year.

LOCALLY, the State University of New York at Buffalo is presenting campus and off-campus continuing education programs in cooperation with Corning Glass and Westinghouse Electric Corporation, among others, with the objectives of updating and minimimizing the information time lag between new knowledge and application.

This listing of activities is by no means extensive enough to include all the directions taken by institutions but they are indicative of the acceptance that educators and university administrators have given to the problem of continuing education. Much more action and greater involvement of university faculty and resources is still necessary, and further, more consideration must be given to the future position that continuing education will hold in the university.

It has been suggested by H. A. Foecke in his recent article in "Science" that continuing education is the educational challenge of the future. The development of programs which must accommodate students from widely separated levels of application area, age and previous education, who have increasing commitments to their employer, family and community, will be more demanding by several orders of magnitude when compared to traditional degree oriented courses.

Further, pity the instructors—because the prospect of course participants who have extensive practical experience and knowledge in limited areas which are frequently unavailable to the instructor can be shattering indeed.

ANOTHER suggestion of Dr. Foecke is that what we now call continuing education will actually be the bulk of education of the individual in the future and that the years of so-called formal education will constitute a rather special case which must be redesigned and evaluated in light of the lifelong educational activity of the individual.

What then are the directions that the university should take? I would first like to limit the scope of continuing education efforts by the university in relation to their position in the academic community. An adequate requirement for this limitation would be that the university consider continuing education efforts primarily for the post-college community. Exceptions to this limitation would be the presentation of information uniquely restricted to the university faculty and unavailable elsewhere in the community.

In addition, continuing education efforts should be recognized as a valuable and necessary educational activity no less important than present degree oriented programs. Their presentation should be accepted as a responsibility of the university in allowing their product, the baccalaureate degree holder, a greater opportunity to fulfill his role in society by subsequent acquisition of information inadequately covered in his previous education.

WE now come to a point that is quite critical. Without proper instruction, continuing education is doomed to failure. Therefore, I would like to emphasize that the university faculty must also accept responsibility for continuing education activities, not only in terms of devising and conducting suitable education programs, but also in doing those things which they as educators should be able to handle better than any other group. Until such efforts are recognized professionally by their colleagues and considered in terms of advancement, the faculty will of necessity be only lukewarm to such programs.

As I mentioned in the recent report of the Joint Advisory Committee on Continuing Education for Engineers, a coordinated attack on the problem is necessary by not only the academic institutions, but by industry, government and professional societies as well. However, the academic institutions should provide the necessary leadership. A climate should be established within the university to promote planning, and teaching methods must be developed that will make optimum use of the limited teaching manpower.

The highest level of faculty members should be used for presentation, and maximum flexibility must be considered inherent in the entire activity from both the academic and administrative viewpoints.

Finally, recognition of achievement by employers on the part of both the instructor and the participant must be acknowledged.

The problem of continuing education is very real and the need is great. Unfortunately the complete solution is not readily apparent. I'm sure, however, that our efforts will reap sufficient benefits to make our concern a most worthy one.

DISCUSSION

QUESTION: To what extent are the two-year curricula which lead to the AAS Degree in the community colleges conceived as terminal programs, and to what extent are they conceived as the beginning of education toward the baccalaureate degree? What is the State University doing to maintain quality so that when the holder of an AAS Degree applies for upper level work in a senior college he can be confident of admission with transfer credits?

MR. MARTORANA: The Associate in Applied Science program in the State University's two-year colleges is predominantly intended to prepare a person for employment as a technician or semi-professional worker.

What a student does with this program once he completes it is up to him. He may, in a sense, cash in this educational experience for still further education. This is up to him and the college or university with which he is dealing. Many students do apply for admission as third-year students in a college or university and get advanced standing.

You ask what the State University of New York is doing to assure quality?

We are doing everything we can as a faculty and administration in the two-year colleges to maintain excellence in the technical programs.

This is a matter of day to day attention. This includes maintaining rapport with the business or industry which is going to employ the person trained. There's a constant effort to calculate the effectiveness of the curricula in preparing the student to work in business and industry. Indeed, the curriculum is under constant review through the use of advisory committees, the follow-up of students and other means.

REMARKS: In baccalaureate programs in nursing education we do admit qualified students as transfers from community colleges. We give them transfer credit both for their general education and for the nursing courses which they have completed.

CHAIRMAN FURNAS: In the matter of transfers, once you distinguish between the State University's technical institutes and other community colleges, aren't there two categories of answers?

MR. MARTORANA: I think the point of this gentleman's question was to probe the contents of the occupational curriculum and the extent to which it is retaining its original function.

QUESTION: May I state what my intention was? Apparently my question was ambiguous. I'm wondering whether there is any validity to the idea that the AAS program necessarily has to be terminal, because then I induce the idea of immobility. I am, myself, at the City University. I am director of the two-year program, which is being phased out to the community colleges. The professors of economics are deeply concerned whether the community colleges are training economics students well enough to undertake upper level work when they transfer—automatically, mind you—as juniors or seniors.

What I wanted to suggest in my question is that the State Education Department, with regard to AA and AAS curricula, provides quantitative standards but apparently no qualitative standards. Senior college faculty members are deeply concerned about the standards that exist in community colleges and whether students are being trained adequately for transfer to the senior colleges.

MR. MARTORANA: I will merely mention that standards have to be kept in focus in relation to the purpose of the curriculum. Standards appropriate for a curriculum intended to prepare a person to enter the labor force should not be confused with standards appropriate for curricula intended to lead to a bachelor's degree.

This doesn't mean, however, that a curriculum that is occupationally intended is necessarily the end of the road for the student. There is no conflict between the notion of preparation for a particular objective and continuing education.

REMARKS: First of all, the upward mobility of graduates of technical programs has been very impressive. I know several who have obtained very fine educations after starting in a two-year technical program.

The amount of transfer credit possible and the way in which various curricula fit together will vary from field to field. In business and economic studies today we find there is practically no barrier to transfer but you do find barriers in engineering.

CHAIRMAN FURNAS: May I pose another question which has some bearing on whether or not the associate degree is really terminal.

I'm quite sure that Eastman Kodak employs a number of associate degree people. Mr. Edgerton, do you have any data on whether very many employes from the two-year technical institutes do continue their studies and acquire a bachelor's degree or at least further education? In other words, do they really take advantage of the opportunity?

MR. EDGERTON: I don't have any data, Dr. Furnas, but I'm sure a number have gone on. You see, the Rochester Institute of Technology gives a bachelor's degree in photographic science. Many have continued on for a bachelor's degree.

REMARKS: I am associated with the continuing education program and I'd like to offer first a few comments on the transfer situation.

We have a combination of associate degree areas covering technical subjects as well as business and liberal arts. Prior to the installation of the liberal arts program, about 25 per cent of the students were continuing on a transfer basis, even though the programs were intended to be of an occupational nature. These students, by and large, were students who would not normally have had an opportunity to continue on to college. It seems to us in the community college movement that this is one of the major purposes of the community college.

In the chemical technology area, a study of a very recent graduating class indicated that none of the students transferred to a four-year college immediately on graduation. I asked a few of the chemistry faculty about this. They said, "Well, it takes a year or so in the laboratory for these people to look around and see what their associates have done."

One or two people commented soon afterward that they had seen some of the graduates back at the college and we now have four or five who are completing work on their doctorates.

QUESTION: Do most of your continuing education programs develop from contacts by industry, or do you have your own contacts with industry?

MR. BRUTVAN: Traditionally it has been on a request basis; industry comes to us. Recently there has been a little bit of both. Our effort has involved contacting people in the training area who are concerned with the idea of obsolescence of their employes.

I think we should attempt to set up some formalized type of program in which we would give periodic presentations of basic courses and industry courses and then develop particular courses at an advanced level. Thus, engineers and technical specialists could count on being able to get back to school to update their knowledge.

CHAIRMAN FURNAS: Don (Brutvan), the experience of the program you have been so active in has been more or less tailormade to the Buffalo region. Students usually turn out to fulfill their bona fide needs. Such courses are tailormade, but are not for credit.

Now, did you remark that this was not good?

MR. BRUTVAN: The idea of credits versus non-credits in continuing education is one of semantics, more or less. There is no problem of being able to attend a course in a standard manner if you seek a formal degree. However, take the proposition that involves, say, a PhD who suddenly has been transferred from research over to administration or managerial tasks. He's no longer interested in a degree; he's interested in information. That's true of many individuals in industry.

QUESTION: Dr. Edgerton, have you gotten into the sabbatical leave type of program at all?

MR. EDGERTON: We haven't, to my knowledge.

QUESTION: Dr. Edgerton, to what extent are educational leaves of absence supported by salary continuation? If there is none, do you have any pressure by either the individuals or the department heads involved to provide salary continuation to encourage the person to get an advanced degree?

Thirdly, to what extent do you think applicants for work at Eastman Kodak are influenced to accept a job on the basis of the educational program and the leaves of absence programs?

MR. EDGERTON: I think the leaves of absence are rather exceptional propositions. They are taken primarily by people who want to go on and get a PhD. I know several who have done this and I believe there is no salary attached to it. If he comes back with the company, he does not lose his length of service with the company. We do not have any arrangements for paying a person a salary while he is away doing graduate work except through the tuition aid program which would be a much longer procedure of going away—leaving the company and going to school for a time.

QUESTION: It seems that each speaker has raised the question of coordination, cooperation and communication. We are meeting here on a State level to examine this particular question. What action is now taking place or contemplated on a regional or local community basis?

MR. BRUTVAN: One new factor in the past year is that we now have at the State University an executive dean for continuing education study, Dr. Robert D. Helsby. His task is to coordinate these activities throughout the State.

QUESTION: Does this include communication with industry?

MR. BRUTVAN: I think of necessity it would have to.

MR. MARTORANA: There is a good deal both going on and planned at the statewide, regional, and local levels to encourage conversation among the various enterprises in education or training that relate to manpower development.

At the statewide level, for example, there is the quadrennial planning procedure that the Legislature set in motion in 1961. It calls for the Board of Regents to develop a statewide plan for higher education which includes post-high-school education, private and public universities and colleges.

You remember Commissioner Allen mentioned a series of regional meetings where agricultural technical college people are meeting with the local school vocational heads to talk about manpower needs regionally and the related training programs. I think this activity is increasing but we have been tardy in it and we have a lot to do.

QUESTION: In the mid-Hudson area, centered in Poughkeepsie, a group called the mid-Hudson Council on Continuing Education was established.

Its purpose was to coordinate continuing education activities. The idea was to keep from duplicating programs, to borrow instructors from industry, and to offer the programs industry needs. Somehow or other, the Council received very little guidance.

No guidance comes from the State any more, if the State ever had a hand in the birth of the thing. It just kind of stumbles along and no one comes to the meetings. It's been going on for about three years but only because two guys won't let it die. Is there any information on its purpose or intent?

MR. MARTORANA: This kind of local activity is being encouraged. I suspect this one started in part out of the leadership of the local community college.

There ought to be such coordination of business and industry personnel with every community college in the State. This is being encouraged. Dean Helsby and I certainly are working together to try to get more of these councils going. I don't know the reason for the ailments developed in this particular operation.

CHAIRMAN FURNAS: Was it you, Dr. Scudder, who said there were 17 different agencies sitting in on the problems of Watts and worrying about them? Sounds worse than a faculty meeting. How can you do anything with 17 agencies convening on one problem? They just stumble over each other's feet.

There does seem to be a multiplicity of agencies. You're an old hand in Washington. Does this worry you? It certainly worries the average citizen.

MR. SCUDDER: The present Committee on Manpower last October appointed a task force to study coordination of federal programs at a local level and render a report. Field teams made up of the Department of Labor, the Department of Health, Education and Welfare and the Office of Economic Opportunity are going into 30-odd metropolitan areas to study problems generated by the several different federal programs.

Possibly related to this, the President established a new National Advisory Committee on Health Manpower. I'll read one of the charges to it: "That this committee should evaluate existing and alternative policy programs and practices of public agencies and private institutions and organizations for increasing health manpower in assuring maximum effective use thereof, and develop appropriate recommendations and action by government or private institutions, organizations, or individuals for improvement in the availability and utilization of manpower." This is the first national group that will attempt to coordinate what is being done by five different areas of government: Civil Service, Veterans Administration, Labor, Health, Education and Welfare, and I believe OEO.

MR. MARTORANA: I'd like to enter a little bit of dissent to the general picture of your presentation. There are some advantages to two or three or four agencies tackling a tough problem whether it be a medical problem, research problem for instance, or a social development problem, because history has shown us when we do have that multiplicity, the chances of gaining satisfaction are better than relying on one approach.

CHAIRMAN FURNAS: I agree with you entirely that we have overstated the multiplicity problem. It's like the warp and woof of a cloth and that is where its strength lies.

REMARKS: I'm inclined to think that there is a tremendous amount of waste, especially in the medical field. The thing that I suggest is that through some method on a regional, local or statewide basis, we should be given an opportunity, before a particular program goes into effect, of communicating with one another, at least as to our needs, so that the right services might be developed.

REMARKS: I want to speak specifically about health services. What I have to say ties up with what Dr. Scudder has indicated, that the important thing is to mobilize the resources we now have, to put them to work. The new medical school at Mt. Sinai will not be in operation until 1970 and in 1974 may graduate 75 students at a cost of $100 million.

We have public and private medical schools in the State that are already in business and ought to be built up. These also should become centers for the development of education for other health personnel.

MR. SCUDDER: I certainly agree that the crisis is here and now and that many of the proposed solutions would take generations of medical students to carry out.

We may have a crisis in terms of hospital based education. In 9,000 hospitals there are approximately 300,000 people in training. There are very few sources of funds for these hospital programs. Essentially none come from the educational authorities.

Under Medicare we will allow the payment of educational costs through billing to the patient, as has been the practice, but only until the community finds some other way to support these training programs. We see this as something that will coerce the community colleges and medical centers into a cooperative enterprise for training these people.

Now, excluding residencies and internships, you still find that 85 per cent of the 300,000 people fit into the support categories. Many of them could be trained in conjunction with junior or community colleges. At present, hospital based courses have very little academic content. Therefore they provide very little which would promote the upward mobility of these people because very few places have ever found ways of giving credit for the learning of hand skills.

One nurse's association will give no credit toward a four-year baccalaureate degree if it is turned into a two-year associate program in a community college. This is an example of one of the problems.

REMARKS: Every professional and semiprofessional medical group is running into the same problem. We don't know whether we should ask the Department of Labor, the New York State Employment Service, or an educational facility. We should be given some leadership and some guidance in the field of communications and coordination.

It seems that we are apart because we cannot communicate one with another. We are apart because of the fact that we are not coordinated in our efforts together. Yet, as we look at the whole medical field, the tremendous impact of the State Medicare program and the federal programs, it leaves many of us aghast wondering how to cope with the problem.

CHAIRMAN FURNAS: Do you feel that that should be a function of the State Department of Health, for instance, just to pose a question?

REMARKS: Yes. I would think so.

QUESTION: I think Dr. Scudder said nurses average $4,500 a year.

MR. SCUDDER: The average general duty nurse in the country, $4,500.

QUESTION (CONTINUED): The other day I was talking to a union leader down near Farmingdale and he was telling me that the average tradesman on Long Island receives from $5 to

$6 per hour; that is, the electrician or plumber or what have you.

Now, it would seem to me that $4,500, if my math is right, comes to $2.25 an hour. We may have a problem in the paramedical field because of the very low salaries You were saying that 300,000 people are being trained in paramedical fields. Does this mean that this is all of the people who want to get into it, or is it the maximum that we can train with the facilities available?

MR. SCUDDER: I can't answer the latter. I assume the hospital programs are in general not filled. Most hospitals have difficulty recruiting nurses and medical technologists to their programs.

QUESTION: This then is not only an educational but a financial problem as well?

CHAIRMAN FURNAS: I was a little surprised that this hasn't come up in the discussion: How are we going to pay for all of this? All the bona fide needs and all the bona fide desires amount to an enormous bill, not only in New York State but throughout the nation. I wonder if anyone has any thoughts as to whether or not the taxpayers are going to stand for it even though, looking down the road, it's a good investment.

Does anyone have any thoughts on this matter of actual cost in terms of human talents and in terms of dollars? The two have some relation with one another to meet the crisis foreseen for the immediate future. Does anyone have any thoughts about the public response? In other words, we're going to have to give up something in order to meet some of the bonafide needs. Is the public prepared to do this? How does continuing education fit in here?

MR. BRUTVAN: I have some background on the financing of continuing education. Traditionally, some of the direct costs have been covered by fees.

I believe this is the proper way of financing such activities because they, at the present time at least, are not formalized into a set pattern. The administrative costs should be borne by the State University system or by the educational institution and the direct cost in terms of instruction, supplies and things such as that should definitely be covered by the fees.

I would hate to see an educational program develop in which the fee structure was so small that the investment of the individual, other than time, would be such that they would have little or no concern for it.

I think the best way to carry educational programs is to try to make a person invest part of his resources, too, in the way of dollars. It helps the educational pattern to quite an extent and I think that if industry has to put in dollars—and they should because it is a long-term investment for them—I think this is a proper way to carry out that type of activity.

MR. SCUDDER: I think that in the area of health we have recognized that the problem probably will not be gross expenditure of funds but the kind of resources that cannot be appropriated by Congress, namely, the talent necessary to operate it. So our limitation will be manpower.

QUESTION: Dr. Furnas, I assume that in a State like ours we are allocating scarce resources, human and material. It's a fair question, with the need for health, pollution, safety, recreation, conservation and education, to ask how these costs add up over a period of 10 years. What priority are we going to accept and how will that priority be updated? What is the process? Are you really asking whether we are programming our targets and then discussing them in terms of alternatives?

CHAIRMAN FURNAS: The matter of planning and presenting the cost picture to the public is an area which perhaps is being neglected, possibly because the public is not really conditioned to the long point of view.

QUESTION: May I ask Dr. Scudder to elaborate on the middle management group that he mentioned in his discussion? How does he see this group of workers fitting into a traditional hospital setting? Would it require three or four more years of preparation or does he see a short-term course for the existing group plus a substantial increase in salary?

MR. SCUDDER: Between the lowest form of medical help and the physician, many of the areas are very highly trained. The record in World War II, Korea and Vietnam has been one of steadily increasing standards—94, 96 and now 98 per cent recovery of the wounded.

The fact is that if you are lying on your back in the mud in Vietnam and your man yells "Corpsman!", you're better off than if you were lying on your back on an American highway, because not only will no one on the rescue squad know how to handle you, but you would be pretty lucky if you would find anyone in the emergency room capable of taking care of you when you arrive there.

Because of the military structure today, the ability of the physician to render a better quality of service to far more people is enhanced.

Let's take an example in a civilian area where the concept has not been accepted, the area of anesthesiology. There has been a steady failure of physicians to go into this area, which has a poor image. Very few medical students really realize that here is a profession with quite some fine art, with a lot of complicated electronic gear for "flying" the patient through the operation. We are steadily losing out in terms of adding more physicians to this specialty.

I participated in quite a dialogue recently with regard to the person who assists the physician, bringing several kinds of people with varying lengths of training up to a master's degree into participation, to a point where the highest trained would be working under the direction of the MD anesthetist. This in a sense removes the professional credentials from the job, still leaving the technician with full access to the physician in charge in case of any trouble.

AN anesthesiologist is capable of handling four or five or six operating rooms with these aides because we have the technical ability to monitor these things centrally so that one physician sees what's going on in all of these operating rooms instead of being tied down personally to an operation that may be five or six hours in length.

Another example of where we can use several levels of intensive care is coronary cases in which the patient needs someone readily available 24 hours a day. It's not the cardiologist who is needed—we do have enough of them. It's a matter of someone who can read and handle instruments for the patient, someone who can flag a problem and get help immediately, someone with far more training in that specialized job than the nurses. This is the problem. There is great difficulty in gaining acceptance for these middle level positions, but there is the same need here that you have in every other activity for a total restructuring of the workload and the kind of training and curriculum needed. The physician generally then would be the captain of the team. He would not be in a laboratory washing his own glassware. That is where he is at the present time because of the strong tradition of solo practice.

CHAIRMAN FURNAS: We are all worried about the lack of the matching of the needs with the manpower. Civilization has come to the point where we can do almost anything if we have the people trained to do it. One immediate crisis, I'd say, was in the health field because this is the most pressing to all of us.

However, educational opportunities and the patterns of continuing education are certainly very much in the background. Those are going to be solved. I don't think we ever solved anything until we get a crisis, but when it is really focused for the American people, things begin to happen. It will be solved by a few people being leaders in this area, and as in the other ages, back of every successful movement is a successful man somewhere at some key point, just as back of every successful man is a very surprised mother-in-law.

AN ACTIVE EMPLOYMENT POLICY

Conference Dinner

THURSDAY NIGHT, JUNE 2, 1966

PRESIDING: IRA G. ROSS
President
Cornell Aeronautical Laboratory

INTRODUCTION OF PRINCIPAL SPEAKER:
ALFRED L. GREEN
Executive Director
Division of Employment
New York State Department of Labor

SPEAKER: BERTIL OLSSON
Director General
National Labour Market Board
Sweden

Bertil Olsson, director general of the National Labour Market Board of Sweden, is speaker at banquet of the Manpower Conference.

Industrial Commissioner Catherwood chats with Ira G. Ross, president of Cornell Aeronautical Laboratory, at banquet. Mr. Ross presided at the banquet.

ACTIVE EMPLOYMENT POLICY AS A MEANS TO MANPOWER ADJUSTMENT

Address by Bertil Olsson, Director General National Labour Market Board of Sweden

I WOULD LIKE TO SAY FROM THE very beginning that I consider manpower training to be one of the most important means in the full arsenal of an active employment policy. Yet it is only one of many means which are made much more effective when they are closely related to other means in the labor market policy.

That is my main message to you. An active employment policy must contain a lot of practical means and must be handled by a powerful and effective manpower authority.

I will begin with a definition of what an active employment policy really is. An active employment policy may be defined as "measures which affect manpower as a factor in production and are so varied, so individualized as—in time—to fit every single person in the employment market." If economic policy operates through employment policy and uses selective measures on the employment market to supplement more permanent and general action, it seems that we can come closer to the objective of creating economic equilibrium while retaining full employment.

THE need for an active employment policy arises in a number of fields, due to the effect of technical development on employment, the effect of bigger markets, aid to developing countries, structural changes in the economy and so forth.

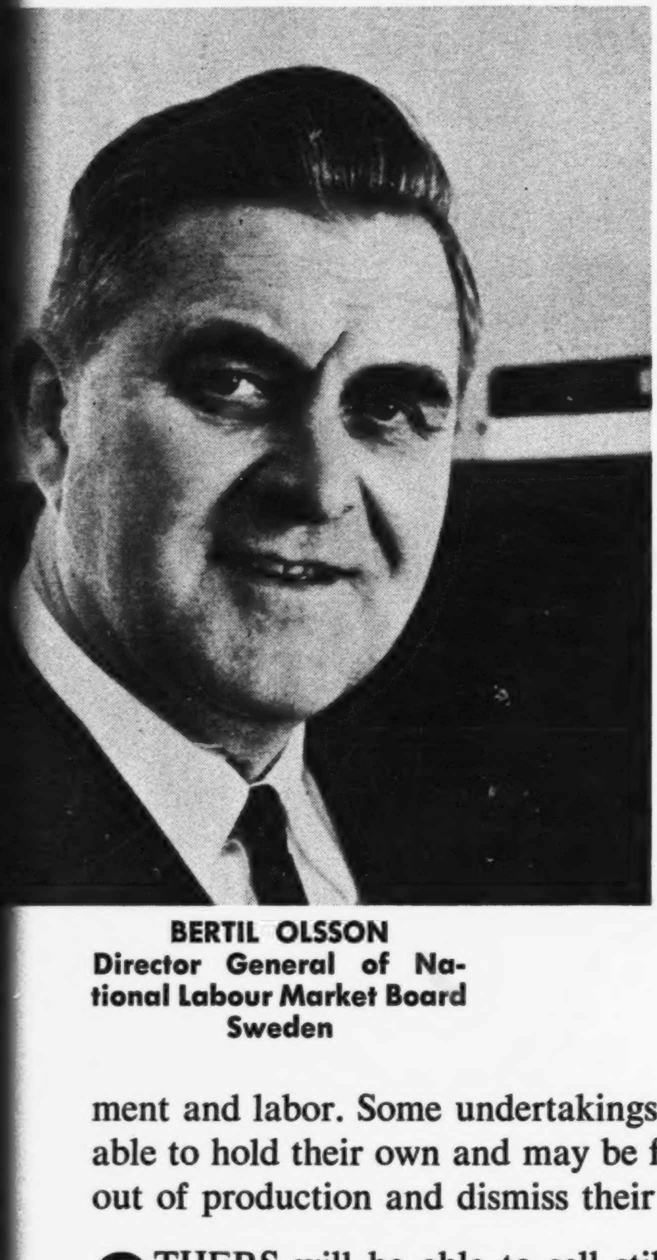
Technical development strides triumphantly through the world. We live in the age of automation. Technical development nearly always leads to saving of manpower at some point in the production process and the closing down of business concerns and the discharging of workers in many places. In other places, however, it will lead to new industries, new activity and new jobs, perhaps better jobs in the sense that work will be easier, working hours shorter, earnings bigger, and a greater choice of work will be available.

For the workers it will mean replacement and adjustment problems, transfer and retraining difficulties, sometimes hard, indeed, for the individual to master. But the workers will have to accept this need for adjustment in a rapidly changing world, for it is the price they must pay for continued progress. The community should facilitate this adjustment, among other things, by an active employment policy.

WE regard technical development today as an autonomous force which will influence the labor market whether we welcome it or not. It is international, coming to us from without, and we have only to accept it because we must maintain our international competitive power.

No less an autonomous factor is the growing and freer world trade and the increasing international competition entailed by it. The efforts to create bigger common production and consumption areas, where goods, capital and manpower can move freely from one country to another, will not leave the employment markets of the various countries untouched since they are already very dependent upon foreign markets.

Stiffer competition will result in a redeployment of undertakings and manpower, which will require adjustments on the part both of management and labor. Some undertakings will not be able to hold their own and may be forced to go out of production and dismiss their manpower.



BERTIL OLSSON
Director General of National Labour Market Board
Sweden

OTHERS will be able to sell still more and will be prepared to increase their production and hire more manpower. This is where an active employment policy enters the picture as an important means of solving the adjustment problems that will result from increased competition caused by bigger markets. Whether we will be able to profit by the great benefits of the international division of labor will largely depend upon the efficiency of employment policy, the main features of which are geographic mobility of manpower, increased training and retraining and a policy for the location of industry that is well adapted to prevailing conditions.

One aspect of this important foreign trade is the problems which possibly will appear if we are serious in our efforts to assist the so-called developing countries. One of the best contributions we can make to these countries is to begin trading with them in a normal way, even if they manufacture goods with cheaper, indeed often exploited, labor with a view to being able to sell more cheaply.

We must admit these goods, and take the consequences it may mean for our own labor market in that a number of businesses may not be able to stand up to this competition and may be forced to lay off workers. The community must then necessarily present a very active employment policy with a view to finding new jobs and new possibilities for the workers affected, thus mitigating the effects of this freer trade. This employment policy is indispensable in an era of progress towards freer world trade.

THE Nordic trade union movement has in principle long been in favor of establishing normal trade relations with the developing countries, even if this would temporarily be to the detriment of its own members. Rather than custom duties and other means of protection against cheaper foreign goods, it has called upon the state to pursue an energetic employment policy to facilitate the adjustment process and alleviate the effects of freer trade.

Structural changes are rapid in many countries. The more expansive a society is the more rapid are the structural changes. Mechanization and rationalization are swiftly reducing the demand for manpower in primary producing sectors such as agriculture, forestry, fishing and mining. The surplus manpower in these sectors is transferring to industry and the services. Even

IRA G. ROSS
President of Cornell
Aeronautical Laboratory

industry is being swiftly mechanized and rationalized and the demand of industry for manpower is not expected to grow much further in the future. It is in the services sector, with its many branches, that the demand for labor will expand.

This trend can also be taken as a measure of rising standards, for prosperity is largely expressed in terms of increased demand for modern services. Technical development makes it possible to increase production with less manpower. This means that the workers will have more leisure time, and people's demand for more leisure-time consumption will lead to a bigger need for manpower in the leisure-time industries. Travel and tourism will flourish. The expanding societies will be able to afford more social welfare for their inhabitants and the social welfare occupations will expand. Training and education will need more and more manpower. And increased production will need more manpower for distribution, and so forth.

ALL this raises specific demands for increased mobility—above all for occupational mobility—and for the training and retraining of manpower for professions which the employment market of the future will need. These structural changes can be accelerated and facilitated by an active employment policy, flexible and well adapted for the purpose.

Simultaneously with this trend toward an ever-increasing proportion of manpower in the service sector, there is a trend toward the geographical concentration of economic life. The expansion of urban economies and the backwardness of the countryside industries are the underlying causes of this concentration. But above and beyond this, there is another trend that leads to larger, densely populated areas, namely the trend towards the concentration of undertakings into larger units. Among other things the pressure of technical development and of stiffer competition in world trade force them to reduce costs by amalgamating.

This concentration of industry requires greater geographic mobility on the part of manpower, and can be speeded up and made more efficient through measures of employment policy designed to stimulate mobility.

ON the other hand, in order to counteract excessive concentration in the largest, densely populated areas, many countries have adopted an active policy of decentralization aimed at spreading economic activity over a larger number of areas. Such a policy, though designed to create a larger number of expanding areas, does not, however, eliminate the need for geographic mobility called for by the decline of the rural economy.

Geographical mobility must still be encouraged, even though the movement of manpower will be into a larger number of less concentrated areas. Therefore an active employment policy can make an active contribution to the structural changes of the economy by assisting workers to adapt themselves to a rapidly changing world.

Employment policy measures can also have the effect of improving the utilization of manpower resources in action groups, including female workers, aged manpower and the handicapped. Special programs have been adopted in certain countries for this purpose. This should, among other things, be considered in connection with the limited increase in labor force in some of the European countries, including my own country.

THE organization for planning and executing employment policy is more or less equal in many European countries. Under a central governmental authority exist a number of regional employment service offices and a vast network of local placement offices and representatives. Most of the active employment policy is channeled through the employment service organization. Representatives of both employers and trade unions take part in the activities of the national employment boards as well as the regional employment boards.

The aim of employment policy is to create a balance between manpower supply and demand, and it must therefore be planned in such a way as to influence both demand and supply. The measures now used in the active labor market policy have been designed to influence both geographical and occupation mobility and to supply employment where surplus manpower is available.

ALFRED L. GREEN
Executive Director
New York State Labor
Department's Division of
Employment

Employment policy can likewise influence the demand for manpower by measures to boost employment in periods of seasonal or general business recession. And it can put a brake, in certain situations, on a demand which might otherwise become excessive. As already mentioned, it has the means at its disposal to stimulate a better utilization of certain manpower resources.

ITS arsenal, finally, includes measures for vocational guidance and advice, employment market information, employment forecasts, employment market statistics and an advance notice system on the cessation of production and temporary dismissals of workers, unemployment insurance and unemployment assistance.

With reference to the Swedish labor market policy, I would like to summarize the various means under seven headings, namely:

1—Means to stimulate geographical mobility of manpower.

2—Means to stimulate occupational mobility.

3—Means to stimulate location of industry.

4—Rehabilitation means, various means for handicapped.

5—Means to create job opportunities, public (emergency) works, industrial orders, investment funds, and so forth.

6—Means to hold back a too high demand for labor.

7—Employment market information, vocational guidance and advice, employment forecasts, and so forth.

The most important means of stimulating geographical mobility is more effective placement. The employment exchanges must therefore be strengthened so they can serve their purpose in the active labor market policy, that is, to channel all the various means to the individuals concerned—namely, the employers and the employes, the job seekers.

In addition, placement offices can offer a number of financial incentives to encourage

Bertil Olsson and Alfred L. Green are interested listeners as Ira G. Ross presides during conference banquet.

geographical mobility. They include the costs of travel and removal of a worker and his family to a new workplace, and special settlement grants to stimulate transfers from certain areas—"pockets of unemployment and so forth." Also offered are special monthly allowances for wife and children and a housing indemnity, for a maximum of nine months, equal to the rent if the worker transferred is a breadwinner who cannot immediately take his family with him because of a shortage of housing in the new work place, one of the major obstacles to mobility.

IN order to ease the housing situation the employment service is empowered to help the transferred workers in other ways. Sometimes such workers are given priority on waiting lists for new housing, especially in the case of such manpower as construction workers who are going to build more new housing.

A particular problem faces a number of transferred workers who own a house or apartment. The value of these dwellings often drops in areas with a declining population. In such cases society can intervene and help the moving workers to sell their apartments and assume any financial loss.

Training, retraining and further training are essential if the necessary manpower adjustments are to be made in the face of swift technical change and structural rationalization, and serve to stimulate occupational mobility. The programs for training courses are usually worked out jointly by the employment authorities and the educational authorities in close consultation with the organizations of employers and employees.

RETRAINING is also provided within undertakings broadly according to the same principles as in the centers. This method is used primarily when new undertakings are set up in manpower surplus areas, in which case retraining is directly adapted to the production of the undertakings concerned. Handicapped workers are also often retrained within the undertaking. All trainees receive allowances during the whole training period, including rents and family allowances.

The total allowances paid for retraining amounts approximately to two-thirds of the average income of a worker. The training period can last from two to three months to 20-22 months. Sweden now has a retraining capacity which can yearly retrain one per cent of the total labor force.

Labor mobility is one of the pillars of employment policy. All workers, however, cannot be moved and it might also be in the interests of society not to depopulate too large areas of a country. That is why the policy of encouraging labor mobility is accompanied by a complementary policy for the regional location of industry—for the creation of new jobs where surplus manpower is available. For this reason the state supports the establishment of enterprises in certain areas by applying various stimulants. These stimulants may, broadly speaking, be summed up in the following four groups:

1—Advice as to location.

2—Support through basic public investments.

3—Training under public auspices of the manpower which is required.

4—Support to industry through direct subsidies, through cheaper credits, credit guarantees, loans and tax concessions.

One of the aims of employment policy in many countries is to provide so many alternative means of action that the employment official always has at his disposal something suitable for each applicant. This is particularly important in the case of the handicapped and of older workers. In addition to the placement service and the training, retraining and further training facilities, a wide range of measures are taken to help specific groups of job seekers—the handicapped, the older people, female labor, which often form the marginal groups of the labor market.

The handicapped are given occupational tests and on-the-job training in special shops organized by the communities, or privately with state grants. For those who cannot find jobs in the open market, work is provided in special sheltered workshops with guaranteed minimum wages.

A SPECIAL form of sheltered activity is provided by "records jobs" in central and local government, and in certain cases in private undertakings, which are mainly reserved for older intellectuals. Handicapped workers who wish to start a business of their own and are capable of doing so may obtain establishment grants.

To provide older workers who can be neither retrained nor transferred to another area with useful work, a special form of cheaper local public works was instituted in Sweden a few years ago. These include easier work like clearing and cleaning of parks and forest areas, lighter street and road works, lighter and simpler construction works, certain jobs in museums and libraries and so forth. These works are initiated on the proposal of the local placement officer by the county employment services. The local authorities receive a 50 per cent state subsidy from the National Employment Service. This wide range of individual means has enabled employment

Harold J. Pryor, general chairman, Lodge 517, Brotherhood of Railroad Trainmen and a member of the New York State Manpower Advisory Council, listens to a dinner speaker.

officials to find useful jobs for virtually every applicant.

An additional way of helping applicants to find their way in an ever more differentiated and complicated employment market is by providing vocational guidance, with objective information and assistance in solving the problems of training and choice of occupation. Guidance is given in direct relation to the employment opportunities available in a sector and is based on the free choice of the individual. Vocational guidance is also provided in close contact with the schools.

A FURTHER aspect of employment policy entails measures designed to create employment. Though the general level of employment necessarily depends on monetary and financial policy, it has already been stressed how difficult it is to apply such instruments of policy so exactly that full employment—neither more nor less—will result. There is the risk that they may lead either to under-employment or to an excessive demand for manpower, a factor producing inflation.

These general means have therefore to be supplemented by selective methods to increase demand and employment in certain situations and to reduce excessive demands in others. In the process there is an interplay between general measures and selective measures of employment policy, and a very close coordination between them is required. Some of such measures aiming to maintain a steady level of employment, both seasonally and in relation to varying business cycles, may be mentioned.

Emergency works of many different kinds can be started quickly and ended just as quickly in order to screen out fluctuations in manpower demand. They usually consist of construction and public works of various kinds, primarily under the management of governmental or municipal authorities. Investment in emergency works supplements regular investments of the same kind, which are more evenly distributed throughout the year and from one year to another. They are usually made locally and regionally whenever unemployment crops up.

HOUSING construction is used in all northern countries both as a means of general financial policy and for its selective influence on employment.

In order to encourage undertakings to take measures calculated to even out business fluctuations, the so-called "investment funds system" has been introduced in Sweden. Undertakings may set aside a certain portion of their profits which must be deposited in a fund. These funds can be used during a recession with certain tax incentives. They therefore stimulate the maintenance of private investments at a higher level during a recession.

Ruperto Ruiz, member of the New York State Manpower Advisory Council.

Another means used to maintain the level of employment consists of stimulating industrial activity by means of additional industrial orders. This may be done by increasing the regular state appropriations for this purpose with the explicit motive of supporting employment. Municipal authorities can also be encouraged to increase their orders in times of recession.

In Sweden the National Employment Service is empowered to subsidize orders placed by local authorities to an amount of 20 per cent. This has been used during the last recession for orders placed both in Sweden and in other countries.

IN certain situations measures have to be taken to reduce excessive demand for manpower. Such demand arises in boom periods, especially in countries where the climate causes wide seasonal variations and "overheated" months are likely to occur during the course of the year. Measures against excessive demand for manpower are then urgently needed to prevent inflationary crises. Restrictive general measures of a monetary and credit-regulating character are, of course, of fundamental importance in such situations. But their weakness is that their effect is slow, and they must therefore be supplemented by more rapidly acting employment policies.

Various means have been used in Sweden. The very fact that measures previously taken to stimulate employment are withdrawn in time has the effect of reducing demand. The system of building licenses has been used to reduce total demand for manpower in Sweden and Norway. Excessive demand can also be avoided provided that shortages are not allowed to rise. If the demand for manpower is met as quickly as possible, this will have a balancing effect.

Among the measures used in Sweden for this purpose during the boom periods, the following may be mentioned: Intensification of labor exchange activities, measures to increase labor mobility especially aimed at transferring people from areas of unemployment, increased efforts to mobilize unused manpower resources, and easing restrictions on the immigration of foreign workers.

The active employment policy aims at reaching and maintaining a balance in the labor market over the whole line as well as in different branches of industry and commerce and in the different geographical regions. For this policy to succeed, certain fundamental conditions are required. I will summarize them in three points:

1—A well developed administration spread over the whole country with a strong central managing body and a wide network of large and small labor exchanges. Via this administrative organization the various means and measures will be directed straight to those concerned.

2—An active employment policy must have many different means to work with. One or two are not sufficient. It may be necessary to make use of several measures in one and the same case.

3—An employment policy must come into play in time. The time factor is of utmost importance in this policy, for the time available is only days or possibly one or two weeks. A month, a half year, or a fiscal year are far too long and an effective employment policy will not function. Therefore there must be comprehensive information as to the situation in the labor market both for the moment and for taking a long view.

THE active employment policy is a fairly new factor in economic policy aiming at reaching certain goals, first and foremost full employment and rapid progress in a balanced economy. Sweden has perhaps tested it for a longer period of time and in a more pronounced form than has any other country. But other countries are now well on the way trying out various forms of this policy.

There is in my view no doubt that this policy is a new and flexible means by which a nation's total economic effort can be improved. But I must emphasize that it is successful only in a community operating at close to full employment. There it is effective because its selective techniques can be applied to the marginal 3 to 4 per cent or less of the labor force.

In countries with considerable unemployment —over 4 to 5 per cent—or an excessive demand for manpower with a too great shortage, other more potent economic and political means must also come into play. A combination of these two approaches then becomes the best way of attaining full employment, a rapidly rising standard of living, and a balanced economy to the advantage of the nation and all its people.

Friday General Session

9:15 A.M., FRIDAY, JUNE 3, 1966

CHAIRMAN: HENRY T. HEALD
Partner, Heald, Hobson and Associates and Former President of the Ford Foundation

DISCUSSANTS (CHAIRMEN OF THE THURSDAY AFTERNOON PANEL SESSIONS):

JOHN J. CORSON
Professor of Public and International Affairs
The Woodrow Wilson School
Princeton University

JAMES R. DUMPSON
Professor and Associate Director
School of Social Work
Hunter College

ROBERT J. MYERS
Deputy Commissioner
Bureau of Labor Statistics
U.S. Department of Labor

GERALD G. SOMERS
Professor of Economics and Co-Director of the Center for Studies of Vocational and Technical Education
University of Wisconsin

CLIFFORD C. FURNAS
President
State University of New York at Buffalo

PROBLEMS, NEEDS, DIRECTIONS IN MANPOWER TRAINING

STATLER HILTON

Governor Rockefeller and John J. Corson, left, and Gerald G. Somers listen as James R. Dumpson addresses closing day general session. Governor Rockefeller, Mr. Corson and Mr. Somers also summed up.

Industrial Commissioner Catherwood is interviewed pertaining to the conference and the State's manpower training programs.

THIS SURGE FOR EDUCATION....

Opening Remarks by Henry T. Heald

IT SEEMS TO ME PERFECTLY CLEAR that the rapid changes which have been taking place in our society emphasize the increasing importance of training and education. If we can build machines to do the work of a high school graduate, then high school graduation is no longer a very significant step in education.

The world is engaged in a desperate, unprecedented struggle to harness knowledge for the advancement and for the very preservation of mankind. The quest for education is nothing short of a quiet revolution, taking place around the world. Advanced nations are striving to broaden the base of education at higher levels. Even the most primitive societies today place schools and universities high on their list for national development and prestige.

If the surge for education springs largely from material motives, it is no less meaningful. The aspiration to a decent level of existence is fully compatible with the cultivation of the intellect. An undernourished, diseased body is a poor home for the human spirit, under any circumstances.

Today the conduct of human affairs demands uncommon knowledge and skills at all levels. The small town finds itself an organ of a metropolitan body. The grade school grows conscious of its place in an organic process of education, and of its share of national educational problems. Decision makers in industry and government are confronted with variables to test the skills of the sagest strategist.

Henry T. Heald presided at the closing day session.

BESIDES the unattained goals of traditional scholarship, wholly new lines of inquiry have opened. New insights are demanded by the problems of maintaining a free society under conditions beyond the dreams of the nation's founders.

This is part of the problem we have been talking about. I suppose that if we had a perfect society, adequate manpower in every area would be perfectly planned and we would know how many people to train for each specialty in every location and everybody would be earmarked and carefully conducted to posts where they would be useful. Fortunately, we don't have that kind of a society, but therefore manpower training in the United States is a somewhat hit-and-miss process. We don't know exactly how many people are needed in any particular area, but we would have some ideas about how many people ought to be trained, and the kind of mobility they ought to have.

These are some of the things your panelists were talking about yesterday and which I am sure they are going to talk with you about this morning. As society goes through rapid change, manpower training is a vital and increasingly important activity. New plans and procedures need to be developed and explored. Old ideas and programs are often not good enough.

Programs must be flexible and continuous. They are of vital concern to industry, to government, to labor, and to education. There is great need for increased cooperation, coordination and communication.

We are still a long way from using our human resources most effectively and identifying and giving opportunity to all, and especially the disadvantaged.

There is work to be done if we wish to build maximum strength in the economy and provide a more meaningful life for everyone.

CHAIRMAN'S SUMMARY PANEL I

Summary by John J. Corson

I HAVE LEARNED DURING 35 YEARS of attending conferences such as this that it is important—even essential—to scrape the film and fog of words off the thoughts that we are trying to exchange. It seems to me that it is pertinent to ask what we are talking about in a conference on manpower training.

The panel that I am privileged to represent was supposed to talk about the Public Employment Service and utilization of manpower resources.

My colleagues on the panel that I represent focused their thoughts and words squarely on the Public Employment Service. But to understand the ideas about the strength and weaknesses of the Public Employment Services requires that we dig under the words and beneath the jargon which hide the purpose—to really learn what we are trying to do and, particularly, why. I think of the Employment Service—what it is and what it should be doing—in such terms as these. We live in a society dedicated to the maintenance of the dignity and the magnification of the worth of each individual—young and old, black and white, male and female. We live in a highly industrialized society where the individual's dignity and his worth are expressed, in his opinion and in yours and mine, in terms of the job that he can get and his advance from one job to another.

JOHN Gardner helped us realize by his book, "Self Renewal," that in such a society each individual has an obligation to achieve all of which he individually is capable, and the society has an obligation to aid him in achieving his full capabilities. Gardner used the term self-fulfillment.

Well, again, let me say what I have to say simply—we want to help each man and woman develop and then use whatever talents he has or she has to the fullest. In a highly industrialized society that means we want to educate the individual to think and reason, as Jim Allen said yesterday. We want to train the individual for a particular job. Then we must see to it that he has a job that utilizes his capabilities. And subsequently we must retrain him and retrain him and retrain him again to enable the individual to grow and adapt, as Sam Gould pointed out yesterday, to the opportunities that weren't foreseen and didn't exist when the individual was first trained.

The very first speaker on our panel, Chuck Odell of the Employment Service, made the point that the emerging role of the Employment Service is that of a "comprehensive manpower agency" rather than that of a simple labor exchange. I understand that term "a comprehensive manpower agency" to mean that in every local community, for example the City of Elmira, the local employment office:

- Should be the center of information about job vacancies and available manpower.
- Should be capable of diagnosing what manpower is needed and will be needed in the future.
- Should be capable of referring workers to whatever community services—in addition to the schools and the training agencies, the health agencies, the welfare agency and perhaps still others, the housing service for example—that are needed to help the individual maximize his own capabilities.
- It should be, in fact, the central, not the exclusive but the central, registry of jobs to be filled and of workers seeking jobs, and that means today in this country, in addition to all it has meant in the past, seeking out the often hard-to-place workers who have effectively withdrawn from the labor market and developing jobs for them. All that and perhaps more is comprehended by the term "central manpower agency."

No one on the panel or among the discussants contends the Public Employment Service in New York State—or throughout the country—is now the central manpower agency that is envisioned. But Chuck Odell described the recommendations of the Secretary of Labor's Advisory Committee as to how the Employment Service may be built to approximate such an agency.

Fred Fischer, the second speaker on the panel, knows the Employment Service as a large employer and as a user of the Service. He helpfully pictured what employers think of the Employment Service. It wasn't his own personal opinion. It was a considerable volume of solid, hard facts that he had accumulated from surveying the opinions of a good many other employers. That summary led Mr. Fischer to some optimism. A goodly number, a larger number than in the past, think well of the Employment Service. They list many or most of the jobs that they have to fill with the local employment office and

Henry T. Heald, left, and Clifford C. Furnas chat.

they have been satisfied with the quality of the workers referred to them.

I must admit his optimism is a little greater than mine on that score. But simultaneously Mr. Fischer pointed out that many employers:

- Do not list their job vacancies with the employment office.
- Do not believe the employment offices have qualified applicants to refer.
- Believe that the Employment Service should not compete with the fee charging agencies.
- Contend that the Employment Service should not seek out workers that are currently employed and place them with better jobs than others.
- Charge the employment agency with making up and operating an employment exchange with a number of welfare objectives.

In passing and before I refer to the observations of our third panelist, let me simply point out the contrast between the relatively narrow role these employers would have the Employment Service office perform and the role—the much more expansive role—that Chuck Odell suggests the Employment Service should perform.

PROFESSOR Leonard P. Adams of Cornell has been observing and appraising the functions of the Employment Service in this State and throughout the country for almost two decades. He would agree, I think, with what Mr. Odell had to say of where the Employment Service should go, but realistically, he points out:

1—The Employment Service is and long has been understaffed.

2—The quality of the staff and services is not all that it should be.

3—The Employment Service has not developed an effective system for clearing workers from one geographical area to jobs in another geographical area.

4—The Employment Service does not have the labor market information that would maximize the utilization of what manpower is available.

5—There may be a need for more participation and formulation of policies by local, State and federal advisory boards.

If you add up what these three well-informed observers said and if you were to add the discussants' comments, you conclude that in a highly industrialized society the role of the Public Employment Service is a large, important and growing one, but the institution is not yet equal —and we have not been willing—as a people— to let it become equal—to the tasks that there are to be done. But I am an optimist as to the future of the Employment Service. I think the Employment Service must and will become a kind of a central manpower service that Mr. Odell and his cohorts envision and that the times require.

On what is such optimism founded? Basically, on the belief that increasing industrialization in this society of ours and the increasing dependency of each of us on a job, and the recognition in this society of our fundamental concern with the dignity and the worth of the individual— these factors will to a degree—they have— forced us to recognize that government should do what it takes to equip and to place—and on occasion replace—men and women in jobs that utilize their full capabilities.

Now what do I mean in saying we will and we have recognized that government should do what it takes to equip and to place and replace men and women in jobs that utilize their full capability?

I mean that our government would do what Bertil Olsson said the Swedish Government does: it provides an array of training programs sufficient to develop the particular capabilities of each individual and a placement program that is equal to the tasks of finding those who are in need of employment and to find for each —for each, mind you—the right job.

MY forecast of what our government will do is supported by no less an authority than the President of the United States. An editorial in this morning's "Wall Street Journal" quoted him as having said, "Our goal ought to be not just any job for anybody but a job that uses all that every man and woman has to offer."

Look back to the end of World War II, if you will. In 1946 we passed the Full Employment Act, a promise that government would strive to maintain a high level of employment. Think of the evolution in the years that have elapsed since 1946. Gradually the expectation has grown and grown very fully, among the people of this country, that the government shall do what it has to do to insure a high and increasingly high level of employment. We are no longer content with 6 per cent unemployed. Nor will we for long be content with 4 per cent unemployed.

Consider the popular attention given to the release each month of the figure on the per cent unemployed. I suspect there is no statistic in our day-to-day life that attracts more attention than the per cent unemployed each month. I would wager, being a betting man if the odds are right, that no President will ever be reelected if in the last two years of his term that index goes up as much as two points. I suggest that wager only to emphasize the importance that the American people attach to seeing that the government does what it takes to find employment for all or most people.

We have learned that the government can reduce unemployment by its fiscal policies. From 7 per cent unemployed in 1960, we brought the volume of unemployment down to 3.7 substantially by expansive fiscal policies. Then we learned something else, something that Mr. Walter Heller (the then Chairman of the Council of Economic Advisors) and his cohorts, who emphasized the expansion of fiscal policy, didn't realize. We learned that having gotten the level of unemployment down to 3.7 per cent there are still a substantial number of unemployed and they are, in considerable proportion, those who will not be readily absorbed by increasing the purchasing power of the economy. We have learned that in this group we have the hard to place, the unskilled, the handicapped and those for whom it is difficult to find jobs.

That brings me to the real source of my optimism as to the Employment Service—that the challenge of serving the disadvantaged makes the job of the Public Employment Service more central than it's ever been before in the effectuation of national manpower policy.

CHAIRMAN'S SUMMARY PANEL II

Summary by James R. Dumpson

I AM AFRAID THAT ANY RESEMblance of the core of the discussion of my panel with what I am going to say this morning may be entirely coincidental. I shudder to think what the proceedings will show because at times the discussion was so heated and lively and controversial that the chairman wasn't quite sure where we were going. This report is not a consensus of the points we discussed nor answers to the questions which were raised and not resolved. There was a consensus, however, on commitment of the group to the essential importance of total investment of all-out efforts to help in the training of the disadvantaged.

WE began by attempting to set forth for ourselves a guideline on what we wanted to cover. Let me tell you at the very outset that we did not cover this outline. I think it might be of interest, however, for you to know what we attempted to cover.

First, we wanted to define who are the disadvantaged and whether the term is synonymous with the "terribly poor." If these two are not synonymous, who else should be included in our definition of the disadvantaged?

Second, we set out to identify the characteristics of the disadvantaged that have relevance to training efforts.

Third, we asked: What kind of training for what kind of people? In other words, what are the levels of training, the various types of training that should be pursued? In this context, we wanted to concern ourselves with both present employment needs and future employment needs. We wanted to take into account the impact of technology covering future employment possibilities and also to talk about the possibility of a new concept of work as we emerge out of some of the socio-economic changes that are going on about us.

Fourth, we sought to identify the kinds of training experiences that would be beneficial to those now in the disadvantaged group, with particular reference to auxiliary support.

As examples we referred to the needs for counseling during the entire training period. We referred to those kinds of supports and service provisions for the family of the trainee that are so essential if the training is going to be productive.

How, we asked, do you reach the trainers and the trainees, both those who should benefit from the training experience and those who are responsible for training at the State, local industry level?

WE did not complete this outline. Several significant projects that are underway were reported by each of the panelists. These projects were discussed and we identified some of the weaknesses and some of the strengths in them.

Now, we did get to the question of who the disadvantaged are. I think I might summarize for you how we identified them because this has particular relevance to other recommendations which I am going to submit for the panel. A comment was made that not all of the poor are disadvantaged and not all of the disadvantaged are poor. This has particular relevance to some of the recommendations that I will talk about. We did, however, agree that most of the disadvantaged, if they are employed at all, are located in deadend jobs. The need therefore was apparent that even for the unskilled, the low skilled jobs need to be restructured so there is some opportunity for movement related to the upward mobility characteristic of our society.

These are people who have not reached their full capacity for functioning at the highest level of their potential in society. This is particularly characterized by low scholastic ability and low verbal ability, lack of motivation and confidence for achieving; a poor self image. These are people who define themselves by saying, "I am an inadequate person"; whether they say it openly or not. These are people whose home situations do not provide them with the kind of role models that are essential in gaining healthy self-perceptions. They are people characterized by apathy and frustration. They are uncommunicative and overwhelmed by a condition of powerlessness to move out of their situation. Most of them coming to our Employment Services indicate a high level of hostility.

IT was interesting to note that after all of the four panelists presented their material observation was made by the chairman that only one panelist led us to recognize that a disproportionate number of disadvantaged are the minority group members. After his observation, we discussed this major aspect of our problem. It became apparent that there was a necessity of allocating a disproportionate amount of our resources and efforts in this area to minority group members across the State.

The following recommendations seemed to emerge from the discussion:

First, industry is urged to eliminate or drastically revise its traditional testing procedures as a requirement for entrance in employment. The panel was of unanimous opinion that tests currently in use do not take into account the cultural deprivation of the disadvantaged. The tests are not designed to measure the motivation or capacity of these applicants, and are more likely to screen-out rather than screen-in, the various individuals about whom we are concerned.

Second, industry was urged to make available its equipment and facilities for training, possibly in the evenings or the weekends, to make more readily available to training programs modern equipment for trainees. That has relevance to the kind of jobs they are going to do after the training experience and some relationship to the kind of setting in which the trainees are going to be working.

In this discussion of the relationship or the responsibility of industry to the training of the disadvantaged, the panel pointed out that unions are not prepared to deal with the problem of motivation of the disadvantaged. It urged that those agencies in the community having that resource—counseling resource for example—be called upon to make that resource available to industry, thereby supplementing the counseling resources already in industry.

Third, we need to evaluate what works and what does not work in training. We need to arrange for the widest possible dissemination of the experiences around this State and around the country of training programs that are underway. This seems to imply the need for establishing at some central spot a central disseminator of the experiences of industry, of labor, of each community and of groups so that we would have a kind of a resource pool of what people are trying, what works, what doesn't work, why it works and why it doesn't work.

Fourth, it was apparent that much of our failure in efforts in training for the disadvantaged is due to a lack of cooperation on the part of voluntary and public service agencies, and between these institutionalized agencies and industry. We found a lack of understanding of the problems that each sector has in reaching and training our target population and a lack of information about the availability of opportunities and resources for training. We felt that too great an emphasis is given to procedural differences rather than common goals and objectives.

Fifth, there was a consensus that industry must assume a greater share of responsibility for training and review and realistically revise training entrance requirements in terms of the actual demands of the tasks to be performed. Industry must take into account not only the job responsibilities but also the growth potential of those persons who have been recruited from the disadvantaged groups.

IN reviewing at least one project, the surveyor's aid program of the Youth Opportunity Center in Buffalo, Syracuse and Keesville, it was found that direct job application of theoretical knowledge encouraged further learning. By building blocks of specific knowledge, trainees created a solid foundation on which to build future careers. It was also found in those three cities that it was important to the trainee that he understand that he was entering a field where he could really "make it"; that is, if he worked hard there was an achievable goal—a worthwhile goal—at the end of the training period.

This brought us to point out the importance in training programs for the trainee that he really has before him a realistic, achievable goal. He must know there is going to be a work experience available for him when he completes his training. So many of the training programs, we feel, are almost dead in themselves, to say nothing of the jobs that the trainee had been recruited for as being a dead end.

ON-THE-JOB training is an ideal way to bridge this gap between the unemployed and the disadvantaged and the industry-level job quotas. Great emphasis was placed in our discussion on the need for a revolutionary revision of our whole educational process and the educational experience made available to these youngsters. Over and over again the fact was identified that young people coming into training programs are not able to read even at the third-grade or fourth-grade level and that they are without the basic tools on which training in industry and through unions and many of the communities must be based. A call was sounded then for a revolutionary reconstruction of educational systems to include among other things:

First, high quality integrated education throughout the State, recognizing that segregated education cannot be high quality education.

Second, teachers who are prepared by training to work with the disadvantaged, recognizing the characteristics that I pointed out earlier; teachers who are endowed with those personal qualifications that make it possible for them to understand the disadvantaged and to relate to the disadvantaged.

Some discussion followed this point in terms of whether we should train for occupations or train academically. I think the general feeling was that it is not an either-or question; education must embrace both.

While the need is for focusing on training, a strong expression was made for leadership on the part of government at all levels, and of labor and of industry, in attacking and removing those social and economic practices and policies that render people disadvantaged in the first place.

NOW, this may involve a more equitable distribution of not only income but of goods and services available in our affluent economy, and also a more equitable distribution of opportunities to help people take advantage of the work experiences—the training opportunities—that are more and more becoming available to them.

Attention must be given to assuring at a very elementary level that all people have those social tools and skills that are essential if further training is going to be pursued.

Attention also must be given to how we are to improve health and family living and how we provide a full opportunity for participation in a full range of community responsibilities as well as its privileges and rewards. The implications are that considerably more of our human and material resources must be used in reversing the status of the disadvantaged.

Mention was made of the anti-poverty war and the financial resources available for waging this particular effort. They seem, to some of us, not to focus on the causes of being disadvantaged and are not beamed sufficiently to eliminating the social and economic practices, policies and deficits that bring persons to the state of being disadvantaged. They seem to continue to pursue fragmented programs designed maybe to ameliorate the problems of the disadvantaged, but they fail to get to the root causes. I remember the statement being made that if we pursue this course, it will be necessary for the Governor to call yet another conference, and yet another conference dealing with this very difficult problem.

Finally, the session emphasized that neither color nor creed nor cultural background should be a barrier to providing new experiences for vocational upgrading of these people whom we have termed "the disadvantaged." The session emphasized we will take a giant step by integrating and incorporating them into the life experiences of all of our communities.

CHAIRMAN'S SUMMARY
PANEL III

Summary by Robert J. Myers

SOME OF US WERE ASKED TO DEAL with the topic of manpower needs, technology and automation in recognition of the fact that there is a risk of training and retraining people in skills that are destined to become overcrowded. The risk also exists that important jobs will be neglected and bottlenecks will develop which will impede our economic growth.

We cannot hope to provide complete assurance against this kind of risk but by projecting the future in the greatest possible detail and with the greatest possible accuracy we can help reduce the loss to be inflicted on untold thousands of individuals, and that to be borne by society as a whole.

There was a time when training involved very little hazard. For example, the primitive youth who was being taught to raise food for his family didn't need to worry very much that he would find himself unwanted or that he would be out of a job. Even in more modern times there are some jobs that are relatively invulnerable to such threats.

For most of us, however, the picture is very different. Fundamental changes in the nature of the economy have reduced job security. One of the early changes was, of course, the growing division of labor. If you learn how to zig but nobody knows how to zag, you're out of luck.

Another and more important factor was the development of a highly complex money economy, in which the demand for products is dependent on the whims of a fickle body of consumers. Another factor was the acceleration of technological changes, which meant that even without a change in the goods and services being produced there might be important changes in the skills required to produce them.

FOR all of these reasons and more, the projection of manpower needs into the future is indeed a very hazardous undertaking. It requires accurate, detailed information on what the utilization of manpower is during the base period, estimates of the future demand for individual goods and services and estimates of changes in productivity, industry by industry. Of course certain assumptions have to be made. Assumptions have to be made about the rate of unemployment; also whether it will be a high-investment economy or a high-consumption economy, and so forth.

Only such intrepid adventurers as you find in the Bureau of Labor Statistics—and perhaps their counterparts in the state statistical offices—are likely to undertake such a job as this. Harold Goldstein, one of my colleagues, was a member of the panel and he gave us the results of some of his recent work.

The Bureau has been in the projection business over a number of years and has tested its results by several methods. Most recently it reported to the Automation Commission, which expects to publish the findings in considerable detail. The Bureau's projections assumed a rapid rate of growth, with demand sufficient to maintain unemployment at a level of about 3 per cent; otherwise, it assumed that the economy will have more or less the same characteristics as the economy of the postwar period. The projections have been made to relate to the year 1975.

I want to relate to you a few of the findings that came out of this study, and were presented to our panel. I think they have practical interest and illustrate the kind of help that we are beginning to get in planning training programs—so that we won't make unnecessary mistakes. In the first place, it is indicated that employment will grow by 18,300,000 (over the 1964 level) to reach a total of 88,700,000 in 1975; that means an average increase of nearly 1,700,000 per year compared with only 1,100,000 average annual growth in the period of 1960 to 1965. Of course, last year—that is from 1964 to 1965—we had a little higher growth, 1,800,000. That was a very exceptional year. I might add that despite the very high figure that has been projected for 1975, one of our panelists felt that it was a conservative figure. He thinks employment in 1975 will be greater than the projection.

A second point is that agricultural employment will decline by about another million between now and 1975 while most other major sectors of the economy will gain. I can give you some indications of what this means in certain important industries. The figures I shall cite refer to wage and salary workers only.

THE expectation is that construction employment will increase by 37 per cent, manufacturing employment by 14 per cent, service and miscellaneous by 43 per cent and trade by 33 per cent. Government will increase by 54 per cent. Let me mention here that the expectation is that in this total the federal government will increase by only about 8 per cent but the state and local governments by 69 per cent. The overall increase foreseen for all nonfarm industries combined is 30 per cent. This figure is useful as a basis for comparison.

There are some exceptions to the uptrend, however. There probably will be no increase of any significance in mining, and we see some of the manufacturing industries going down in employment. This doesn't necessarily mean that production will be going down; but the outlook for production, taking into account the increasing productivity of the industry, means a decrease in employment.

Employment in lumber and related products will decline by 9 per cent, aircraft by five per cent, food products by 5 per cent, tobacco products by 10 per cent and petroleum refining by 13 per cent. Taking all of the goods-producing industries (including agriculture) together, we see a decrease in their importance from the present 41 per cent of the total down to 36 per cent. This doesn't mean a decline in absolute numbers, of course, but only as a percentage of the total.

Services will go up from 51 per cent to 64 per cent. I have mentioned, however, that these figures include only wage and salary workers. If we include all of the self-employed workers and the unpaid family workers, services in 1975 will make up about two-thirds of total employment.

I also want to mention a few absolute figures showing how we see the movement of occupational employment—of professional and technical employes, for example. Here I am referring to absolute numbers instead of percentages. This group will increase by about four and one-half million from 1964 to 1975.

CLERICAL workers will increase by nearly four million, service workers by 3,200,000 and farmers and farm workers will decrease by nearly one million. One very interesting aspect of the projections, and one we think to be both important and encouraging, is that we don't find any evidence that a decline in the absolute numbers of unskilled workers will be required. The number of unskilled workers will remain about the same or increase very slightly. Of course in percentage terms they will be less significant than they are now.

These findings, I think, are important in terms of labor training and vocational guidance. We have considerably more detail than we have given, but we need very much more than we have.

In addition to the more obvious implications for training that come out of these figures, there are certain special implications for particular problem groups of the labor force—women, children, minority groups of all kinds. That is because at the present time these groups are not distributed equally among all occupations but tend to be concentrated in a few occupations for which they are best suited. If these are not the occupations that are growing, that creates a special problem.

As far as women are concerned, such a problem doesn't seem to exist. Women are numerous in the very occupations that are expected to grow, so no particular problem for women is implied.

Young people tend to be concentrated somewhat more in occupations that will grow less. There is a little problem here, I think, but we believe that there is enough flexibility in employment patterns for youth that this will be overcome.

HOWEVER, there are more serious implications for non-whites in the labor force because they are under-represented in the various occupations that tend not to be gaining. Thus we find that in 1975, if non-whites continue to make up the same proportion in each occupation that they do at present, many of them will be unemployed, and the unemployment rate for non-whites will be five times that for whites. Even if there is a continuing flow of non-whites into professional occupations, skilled trades and so forth, at about the same level as during the past few years, the rate for non-whites will still be considerably higher than that for whites. Here is a very special and serious problem.

Fortunately, under the circumstances of relatively full employment which we are assuming, employers are much more adaptable in accepting non-white applicants from the labor force. Perhaps there is a ray of hope here.

For purposes of planning training and retraining programs, it is important to consider not only the demand for workers, but also the supply. I don't think I should go into this angle in any depth because time is getting short.

In the April issue of the "Monthly Labor Review," however, you will find predictions for some 25 or 30 skilled occupations regarding career openings between 1965 and 1975. These estimates take into account not only the increase in the requirements for the various skills, but also the openings expected to result from death and retirement. In this area we have indicated that there will be career openings for 24,000 carpenters per year, 13,000 electricians and 10,000 machinists. You can find comparable figures for many other occupations.

STATE and local details, where they are available, can add a great deal to the usefulness of this type of information. The Division of Research and Statistics of the New York State Department of Labor has been developing valuable projections which take the national trends into account. A few other states are doing similar work. I hope others will be doing this kind of research to a much greater extent in the future.

The foregoing projections have taken productivity increases into account, industry by industry. Bureau of Labor Statistics experts have examined all the evidence they can find, and have made many contacts with industrial leaders and labor leaders, to try to determine what technological changes are underway and by how much they can be expected to influence labor requirements by 1975. It is reassuring that we have been able to show employment increases nearly all along the line, providing that the output of goods and services continues to increase at a substantial but attainable rate.

How do we continue to increase our productivity without throwing millions of workers out of jobs? Is it realistic to assume that increases in demand can continue to be sufficient to offset the influence of rising productivity?

On this point we profited from the presentation by Mr. R. Thayne Robson, who was formerly on the staff of the Automation Commission and who is now the executive director of the Manpower Commission. He presented some of the findings of the Automation Commission, more formally known as the National Commission on Technology, Automation, and Economic Progress.

THE members of the National Commission include some of the foremost representatives of business, labor, and the universities, and their Advisory Committee includes some of the highest authorities in the federal government. It is highly significant, therefore, that the Commission found that technological changes are continuing, and that the rate of productivity has been going up at an increasing rate. The Commission presented evidence to show that the lag between inventions and the application of these inventions to production has been getting shorter. There is still quite a lag, however, so there is room for further acceleration of productivity in the future.

The Commission found, however, that there has been no sharp break in the continuity of technological progress and there is not likely to be such a break in the next decade. It concluded that the high level of unemployment from time to time, as in the years following the Korean War, is not the result of accelerated technological progress.

It stated:

> "Thus technological change (along with other forms of economic change) is an important determinant of the precise places, industries, and people affected by unemployment. But the general level of demand for goods and services is by far the most important factor determining how many are affected, how long they stay unemployed, and how hard it is for new entrants to the labor market to find jobs. The basic fact is that technology eliminates jobs, not work."

The Commission called attention to the need for aggressive monetary and fiscal policy to stimulate demand when unemployment threatens and it was highly optimistic as to the economic feasibility of maintaining a sufficient rate of growth to achieve and maintain relatively high employment. Perhaps it felt some doubt, however, about the political sagacity of our country, and the ability of its leaders always to apply in time the required stimulants and deterrents.

Among the many factors the Commission suggested as means of holding down unemployment due to technological changes, heavy emphasis was given to training and education. Two other panelists, Howard Coughlin, President of the Office and Professional Employees International Union, AFL-CIO and Russell C. McCarthy, manager, Industrial Management Council of Rochester, commented particularly on the impact of automation and on the need to reduce this impact. Their thoughtful statements appear in full elsewhere in this report.

THE discussion revealed that both labor and management look on technological change as a means of raising the level of living. Both are concerned with the need for protecting affected workers against job losses or permanent loss of an occupation as a price of technical advance. Labor seems somewhat less optimistic, however, as to the prospects of maintaining unemployment at the present low level, or at lower levels. Labor asks what will happen when the Vietnamese War is over and when the baby boom is really felt.

Our panel discussed whether we have the economic know-how to maintain a high level of employment and whether it would be politically feasible to use such know-how. Both employers and unions, however, seem to feel strongly indeed the value of retraining as a means of mitigating the effect of technical changes.

Private industry can do a great deal—this point was emphasized by the report of the Automation Commission—but there are some aspects of the problem in which government has to play an important part. In many instances companies introducing automation are well able to safeguard the interests of their employes, while the companies which do not automate may be forced out of business by their efficient competitors, and be unable to avoid lay-offs across the board.

In conclusion I would like to emphasize two main points that I believe to represent the thinking of our panel.

IN the first place, although we cannot see into the future very clearly, the view that we get from opening up the curtain just a little is not too dismal. The changes we foresee for the next 10 years are no greater than those we have experienced in the past. We find that little by little we are learning how to anticipate our training needs and reduce the risks involved in training.

The second point I want to emphasize is that economists are becoming increasingly confident (with some reservations, as I have mentioned, on the part of trade union economists) that technological change need not bring growing unemployment. Among the measures that can be taken to offset technological displacement, education and training of workers occupy an important place. Private industry and government must cooperate in applying the remedies we have now learned to be needed.

CHAIRMAN'S SUMMARY PANEL IV

Summary by Gerald G. Somers

ONE CENTRAL THEME RAN through the panel discussion and I think it might almost be the central theme of this conference. The speakers and panelists stressed the need for flexibility in vocational education and training with discussions of yesterday and today. Because we face constant change in our dynamic economy and because of the need for manpower changes with the products we produce, it is difficult to make accurate and specific occupational forecasts. Mr. Myers covered some of these problems more optimistically, perhaps, than some of my colleagues at Wisconsin would have.

I think we can all agree that flexibility is essential in vocational education and training. Flowing from this need are three basic recommendations that I will list and I will discuss them each in more detail:

First, the need to integrate occupational education and training, and general education. The need to minimize as much as possible this separation which appears, at least in some circles, between training for work and general education.

Second, the need to integrate vocational education and the training field of public authorities at federal, State and local levels with that of private industry.

Third, the need to integrate occupational education and training with general manpower policies. This was a point stressed by Mr. Olsson and other speakers in addition to those on our panel.

THE gist of all these basic recommendations is that we must do more to integrate vocational education and training with general education. Why is this important? First of all, to obtain the flexibility we have talked about. It has been stressed time and time again that each worker will have many jobs in his lifetime, and it is almost impossible now to know what they will be. If we can give the worker a basic foundation, the general tools and the fundamental knowledge of work, then he is in a position to be adaptable and to change as required of him. It is for this reason that general education is important.

Before we get into the specific details of occupational education, we want to increase the prestige of occupational education. I didn't realize when I first came into this field what a problem this was. Apparently vocational education is called "dirty hands" education. This is a very sad thing. We tend to treat vocational students as second-class citizens and they know it. Perhaps we can never escape this problem. I don't think we can escape by changing the name of vocational education to occupational education or through any simple device such as that.

By tying occupational education and general education together, as best we can, we will avoid some of the worst effects of the separation. We should integrate also because it is not at all clear how the returns to the investment in occupational education differ from that in general education of the same period of time.

WE come to the problem of how to integrate. The panel discussed it in fairly general terms. I think, however, there was agreement that there should be a preference for comprehensive high schools rather than for very exclusive vocational high schools. Similarly, there was a preference for the community college kind of approach beyond the high school, again indicating a preference for general academic education over more specialized occupational education. This does not, of course, conflict with the notion that there may be technical institutions for specialized training after a certain period of general education, for those who need and want this training.

It also doesn't conflict with the notion that there be special programs for the unemployed and disadvantaged. This would be a short-term, accelerated kind of program, bringing together not only basic education and academic subjects but also vocational education, counseling and guidance, to serve the needs of this particular group.

Our panel stressed that if we have area skill centers where we can bring a variety of resources to bear for the disadvantaged, let us by all means avoid locating them in those areas which would only further segregation. This is a serious problem. We want to get close to where the disadvantaged trainees are to be found; but we must avoid further segregation.

In relation to the second basic recommendation—that of integrating public and private occupational education and training—we often lose sight of the fact that, by far, most of the occupational training in this country is carried on by private employers. This has always been the case and it is likely to continue.

THERE are great advantages to on-the-job training in which the government helps to subsidize private employers for training workers on their own premises. This is increasing rapidly. There are also disadvantages to this type of training, but let us first look at the advantages.

First, we must take into account the fact that employment is much more certain when the training occurs on the job. It is much more likely that the trainee will continue in the employer's establishment. I think this is important for the motivation of the worker. He will be more willing to enroll and stay if he is offered some security; and, moreover, on-the-job training has the advantage of flexibility. It can be related to the rapidly changing job needs at the place of work.

There are still some real problems in extending on-the-job training because many employers are unaware of or don't understand the on-the-job program of the MDTA.

Secondly, there is reluctance on the part of employers because of the very high quit rate of American workers. Many employers feel it might not be a very good investment to spend time and money training workers because they might move to another job with another firm.

Thirdly, many small employers—and this has come out in surveys we conducted at Wisconsin—don't have the equipment, facilities or personnel for training in their own establishments. A fourth drawback of on-the-job training is that the disadvantaged groups are not enrolled in the same proportion as in institutional programs of the MDTA. So if we want more disadvantaged included, which we do, there may be some conflict here.

HOW can we increase on-the-job training and further integrate it with the public programs of training education?

First of all, we have to get more information to employers about the possibility of obtaining subsidies from MDTA.

We also have to do something to improve the whole subsidy system, either through the payment of initial wages of the worker or some kind of tax credit system through which we can encourage employers to make this investment. We encourage their investment in capital equipment. Why not a tax credit to encourage their investment in human beings, who are much more important and may have a higher rate of return than an investment in a machine. There are many possibilities for improving the subsidy system to encourage the employer to train more disadvantaged workers and help small employers do this kind of on-the-job training. One possibility is the encouragement of big companies to train workers for small companies. We have some experience with this but it hasn't moved very far.

A number of big corporations have taken over the responsibility for Job Corps programs. I think this is an encouraging move in the right direction.

A GREAT many suggestions came from our panel on the question of apprenticeship. Suggestions have been made that apprenticeship periods be made shorter, that younger men be introduced right out of school because the average age is now 25. Many young men are not happy to be paid low wages at this point in their careers. It has also been suggested that there has to be some procedure in the whole selection system to avoid discrimination.

Other suggestions comply with the notion of flexibility. There were recommendations made that all apprentices be required to take preparation and training in vocational education institutes so as to give them a broad general education before they go into specialized training schools.

In the same vein, a suggestion was presented that perhaps apprentices should be rotated between employers so each one would have as many as eight employers and thus obtain a feel for many different industries.

Again with the notion of flexibility in mind, a suggestion was made that a subsidy system be worked on to give employers an incentive to take on more apprentices.

Another suggestion was made that we initiate more programs for the training of management in small enterprises. There is a feeling that the government should make a worthwhile investment by training small management to be more efficient.

The role of women in business was also discussed. It was felt that more could be done to train management in utilizing and training women in the proper skills, recruiting women and in furthering their productivity. Miss Babbidge spoke eloquently on this topic.

THE third recommendation was that of integrating vocational training with general manpower and economic policies. I don't have to dwell on this, for Mr. Olsson discussed it thoroughly last night. Clearly if we are going to do something about increasing the supply of labor by training, we have to know what other manpower policies are going on at the same time to accomplish the very same objectives. For example, we have inaugurated a system of relocation to encourage the mobility of the worker.

We have to know how training ties in with mobility. Should we train mobile workers in a city where there is still a hard core of unemployed? Should we train the local unemployed for the jobs in Milwaukee, or should we move workers from Michigan to Wisconsin?

This is a rather difficult question. Certainly, we would hope that policies in the manpower field, including occupational training, do not conflict with each other. Rather, let us hope that they supplement each other.

There was also the general feeling in our panel that we should integrate occupational education with overall economic policy because, unless you have full employment, there will be severe limitations in programs for the disadvantaged worker. It was felt that the best assurance of a successful vocational training system is full employment. I contend that this will also give us the kind of flexibility we need in this dynamic economy and everchanging society.

CHAIRMAN'S SUMMARY PANEL V

Summary by Clifford C. Furnas

I HAD AN EXCELLENT PANEL MADE up of very distinguished people. This was a free-wheeling group. There were three different areas which seemed to keep coming up time and time again for discussion.

The first of those was the general recognition of the fact of our expanding economic situation and also quite dramatic sociological improvement. There is a definite shortage in all of the professions although the degree of shortage varies from one to another.

The second general feeling was that there is a need for more specialized professionals but, more important, a need to develop the intermediate assistants, the middle management.

There was increased emphasis on continuing education for three different reasons:

1—It maintains the professional where he should be in terms of his excellence.

2—It also provides vertical mobility. Say you have a young scientist or engineer who has had 10 years of learning and also continued education, then he is provided the advantages of mobility, whereas if you have started vocational training without continued education, you do not have the opportunity for much mobility.

3—Continuing education makes it possible to bring back into the labor market those who have left it temporarily. This is particularly true with the women. Those who have taken time out from such professions as nursing and teaching to raise a family would help solve some of the shortages by continuing their education.

I would like to say a few words on the objectives of the panel discussion: To discuss the matching of people and occupational opportunities in technical and professional fields.

A critical area today is meeting the needs for manpower in the field of health as the nation heads for a single standard of health care for all citizens. Our medical care system has not had to meet the same criteria of operating efficiency that has applied to other types of enterprises because it has had the protective cloak of "virtue."

THE health profession lacks an essential management structure. It is notable for the disparity in economic returns between those at top professional levels and those who serve as volunteers without pay, as well as for a large gap in its manpower structure. This lack of sufficient economic return partially explains the crying need for nurses who are in such demand in every hospital in every town and city of this country. The professions are troubled by inadequate information handling and poor communications but steps are being taken, through computer utilization, to rectify this situation.

Recruitment is handicapped by the fact that the secondary school system is concerned with personal health instruction and does not present the health profession as a career opportunity. Another aspect we must look at is the fact that medical education is very expensive, not only for the State but also for any university or medical school, and particularly expensive for the individual. By my own estimates the young man or woman going through Medical School invests at least $50,000 in his education. There are a lot of people who would be perfectly fine medical men in practice or research who have absolutely no means of acquiring $50,000. In the past there has been no means of supporting this talent in those who are in the lower economic level.

At long last programs of federal support are beginning to recognize the need and are beginning programs for support of medical students as well as for research facilities.

We have been spending a billion dollars per year on medical research and nothing for the support of the medical and research student.

TO provide the personnel needed for adequate health care we must educate a cadre of intermediate specialized helpers between the doctor and the volunteer so that the professional's time can be utilized more effectively. In this connection it has been observed that from 30 per cent to 70 per cent of the physician's time is spent in activities that do not require his highly specialized skills.

We must provide retraining for the inactive nurses and other experienced personnel to update their skills for service—now. We must revise the medical curricula and provide a system for continuing postgraduate education for medical personnel. We need more information about what the actual manpower needs of medical institutions are to provide adequate services.

Expanding health education is not a question of availability of public funds but rather finding the talent to operate the program. The problem can only be resolved through the development of a middle management group.

BECAUSE the Navy has a continuous spectrum of categories of medical corpsmen other than doctors, when you are lying on your back in Vietnam and holler for a corpsman, you have a much better chance of survival than if you were in the same position on the shoulder of an American highway. The survival of wounded at the present time is 98 per cent because of the quick and ready attention of the intermediate professional medical men.

Dr. Edgerton spoke of various programs which Eastman Kodak Company has in cooperation with the Rochester Technical Institute (now a four-year institute), the University of Rochester and various comprehensive programs in the organization itself.

This is also a two-way street. Many of their personnel teach specialized courses in the University of Rochester and also the Rochester Institute of Technology which they give to those continuing their education. Many of them have had two years of vocational training and desire to bring up their level. Also, some have gotten a baccalaureate degree or master's degree in engineering and want to keep themselves up to date.

In general, they provide the time and they provide the facilities but they expect the employes involved to contribute financially. Their general attitude is: We will help you to help yourself but don't expect us to do it all. In other words, they are not trying to be a Santa Claus; they expect cooperation.

DR. Martorana spoke very ably about the role of two-year colleges in New York State and entered into several arguments about integration of their programs with other institutions. He emphasized the necessity of the two-year institution having both general educational preparation for life as well as vocational education for jobs. There was a discussion of the role of the two-year institute as to whether or not it would handicap those who after the end of the two years considered going to a four-year college, in other words, transfer students. Here again, there are substantial variations in two-year institutes. However, whether it is general education or liberal education, graduation does not guarantee that the student can get into a four-year institution or university.

Dr. Brutvan discussed the role of the university in updating and refurbishing skills through postgraduate instruction. He emphasized the need for continuing education, particularly. One thing that came out especially was that the changes in technology and science and also in medicine require lifelong training and activity, which may be offered through a variety of seminars, short courses, conferences and other noncredit instruction, as well as through regular programs for advanced degrees. This activity should reflect closely community, industry and individual needs.

There is a need for the specialized course and when you get to a certain professional level, there is no particular urge on the part of many of the professionals to get another degree. Perhaps they will have all the degrees they desire, so the specialist often prefers noncredit courses which may be more or less related to a particular region of instruction. These are very much in demand.

OF course it is sometimes difficult for the university professor who has only been used to following a set syllabus, more or less, to give the type of pragmatic education which is needed.

There was a great deal of discussion on the lack of guidance and coordination in the field of technical education and the multiplicity of agencies in this field of activity and the question of paying for the services. It was brought out in one panelist's discussion that there are 17 different agencies operating in the Watts area (Los Angeles) now. I suggest that 17 different agencies can't operate very effectively. They just get in each other's way. This multiplicity of agencies is a very dangerous condition.

There was an expressed need for communications, cooperation and coordination without destroying, however, the benefits of a pluralistic approach to these problems.

The question of paying for these services was raised along with methods of financing continued education at the postgraduate level. It was indicated that it was desirable that the direct cost of this instruction should be covered by fees.

I think I might summarize in this way: Suggestions were made first that we promote better inventories of needs and resources both at the national and state level in order to produce better long-range master planning. Secondly, we need in our country continuing education to educate our taxpaying public on the dollars that are involved and that are going to be involved because the costs over the years will be enormous.

I think we need to have more public education and we must look at education and training as a long-term investment, not just as a temporary convenience.

The third recommendation was to have more of a consolidation of the multiplicity of agencies for better coordination and communication. Perhaps automation and computers will be able to help us out here.

THE fourth and most important recommendation is to emphasize and enlarge the middle levels in education, re-education and training. The real problem here is too many chiefs and not enough Indians because everybody wants to be a chief. That is a good old American tradition but we have almost enough chiefs and not enough Indians. The shortage is most immediate in the medical and teaching professions.

I am very thankful for having had the opportunity afforded in this conference of getting together and discussing these matters with this cross-section of very important and talented people from this State and other states.

I think that it is important that we have planted the seeds of concern and put them where they should be—at the grass roots—and I think we should all be heartily thankful for being given this opportunity.

Closing Luncheon

FRIDAY, JUNE 3, 1966

PRESIDING: NELSON A. ROCKEFELLER
Governor of the State of New York

SPEAKER: DR. JEROME H. HOLLAND
President
Hampton Institute, Virginia

SOCIO-ECONOMIC IMPLICATIONS IN MANPOWER TRAINING

Governor Rockefeller and Industrial Commissioner Catherwood on the rostrum at the closing luncheon of the Governor's Conference on Manpower Training.

Gathered at the head table for the closing luncheon are, from left, Gerald E. Dunn, State Labor Department assistant deputy commissioner and conference coordinator; Howard Coughlin; Robert J. Myers; Leo Kreigbaum, business manager of Local 277, Building Service Employees Union; Thomas Hopkins, business manager, Local 17, International Union of Operating Engineers; Harry VanArsdale, president of New York City Central Labor Council; State Commerce Commissioner Keith McHugh and Industrial Commissioner M. P. Catherwood.

GOVERNOR ROCKEFELLER SUMS UP

BELIEVE ME, THIS HAS BEEN AN EXciting two days. And before commenting, I would like to say that it seems an appropriate occasion to sign the New York State Manpower Training Act which, I am happy to say, after listening to reports of our panel chairmen, gives the flexibility to the State in connection with manpower training that was discussed in these reports. I mentioned yesterday, in my talk at the opening of this session, that this bill will give us the opportunity to develop small training programs and will give us the opportunity to develop training programs in connection with the establishment of new or expanded industries. It also gives us the opportunity to go beyond the federal limitations in a number of ways, and gives us all the flexibility we need to supplement the federal program.

This has had bipartisan support because we've got one house in each party's hands.

AND I'm delighted that at this conference it's possible to sign this bill. I shall now transform into law the action which the Legislature has taken. And I would like to say, in doing so, that your friend and mine, Martin Catherwood, is the man who deserves primary credit for the development of this bill, its concept, and the program which the State has in this field. We are very proud of Martin Catherwood, not only in this area but in all areas. He's one of the great public servants in the Empire State.

So in signing this bill, I feel it has a special significance as a tribute to Martin Catherwood.

(Governor Rockefeller signs the New York State Manpower Training Act.)

Now if you will bear with me a second, before introducing our speaker, I would like to make just a few remarks here.

I am proud to have had the privilege of assisting in this conference as a listener. I had to go to Washington yesterday afternoon, so I was unable to attend any of the panel discussions. But I don't know of any conference that I had the privilege of attending where the rapporteurs, as they call them in the State Department, did such an effective job of summarizing and presenting the conclusions and the thoughts that had developed in the discussions. These summaries—together with the initial speeches that were made yesterday and the material which will come out in the reports effectively giving more detailed coverage of the panels—I think are going to be tremendously valuable to all of us.

I know, from my own point of view—and I am sure that I speak for a great many here—that to listen to the essence of the thinking of the leaders in this field, not only in our State but from around the nation and from abroad, has been an experience of inestimable value.

I MADE some rather extensive notes this morning and then drew from those notes some of the thoughts which it seems to me were particularly valuable.

The concept which was so effectively presented by Mr. Myers was that back of our plans, back of our efforts must be the maximum amount of statistical information so that we have the knowledge on which to base our programs—programs that will lead us down the right course and that will give the beneficiaries of those training programs the kind of guidance that will channel them into the areas of maximum opportunity. I was fascinated with some of the statistics he cited.

Then I thought of another point which various panel chairmen emphasized—the importance of cooperation, closer integration between the work

Watching Governor Rockefeller sign the New York State Manpower Training Act are, from left, Leo Kreigbaum, Thomas Hopkins, Howard Coughlin, Harry VanArsdale, Howard Dalton, regional director, International Union of Operating Engineers, and Dr. Jerome H. Holland, the president of Hampton Institute.

of various groups involved in manpower training. This seems obvious in many ways. And yet I think the importance of re-emphasizing it cannot be overstated.

In addition to that there was the whole question of planning, the need for longer range consideration of what we are doing. And if we combine the planning with the factual information and the integration of efforts between the various public and private groups—including, of course, importantly, industry and labor itself, and the management training programs, the apprenticeship training programs—I think that we begin to see the dimensions of the possibilities that exist here.

I WAS very impressed with Commissioner Dumpson's suggestions regarding the disadvantaged, the definition of who is and who isn't disadvantaged, the question of getting to the root causes, and his suggestion that possibly there should be a conference on that subject itself. I think that this is a subject on which information is lacking, a subject that we should discuss more openly. As a community, we should be more aware of it and we should take the steps necessary to remove the causes for delay and correct the problems that are faced by those who are involved. Of course, the question of motivation was importantly discussed here.

I was also very interested in the comments made by various speakers of the need for integrating occupational and general education. Occupational-general education, as it was pointed out, is a new word that is coming into use in vocational education.

I happened to have been fortunate in having gone to a school where occupational and general education were integrated already. This was an experimental school run by a teachers' college, known as the Lincoln School. And I got my education in Harlem—123rd Street and Morningside Park. In that coeducational school, we learned all of the basic occupational factors—even cooking and sewing. I used to thread the sewing machine for the girls; I was very handy at that.

As a matter of fact, I don't know whether I should state it, but it proved very useful as occupational training only yesterday, because somewhere along the line I got a rip in my pants. I don't know whether it was in Washington or on the way. But this rip was pointed out in the plane coming back. With this early training I was able to get the sewing kit and use it. I am not asking anyone to look now. You don't need to look to see how good the job is. Anyway, it's sewed up, and I did it, so the training was helpful.

WE went all the way through this type of training in that school period. And I only mention this by way of illustration. We made candles, we made soap, we made paper, we bound books, we did carpentry, we did the work in the shops. And I just don't have any conclusion but this, as was pointed out: An adaptability that one develops from familiarity with a broad range of activities does give one a sense of awareness and a sense of confidence in any emergency.

So, very personally, I am much in agreement in going to this integrating of occupational education with general educational activities. And I think that there are too many people who feel today that there's something wrong about using your hands. I think too many people don't know how to use their hands, and therefore it handicaps them in using their heads. But that's just a personal observation.

In terms of education and training, there's the need for flexibility, as we realize in listening to our friend here, the president of what we describe now as the State University at Buffalo. It used to be Buffalo University. I would like to say that for the State's whole effort in the past eight years in the field of higher education—and it has been massive—both in terms of scholarships, scholar incentives, subsidized loans, and the expansion of the State University—all of the credit goes to the presiding officer of this morning's meeting, Dr. Henry Heald.

BACK in 1959 I asked the Regents to join me in appointing a committee of three to study the future higher educational needs of New York State. Dr. Heald agreed to chair this committee—he, together with Marion Folsom and John Gardner. And they brought in experts from all over the country. It was the most comprehensive study of its kind. And they presented it to us. This has been the educational blueprint for New York State.

And I would just like to pay tribute to Henry Heald here at this meeting. The facilities we are enjoying today and that are expanding at such a tremendously rapid rate under the leadership of the great Dr. Gould, who spoke so profoundly yesterday, are traced to this original report of Dr. Heald, which covered the whole spectrum, and I think probably is the finest thing of its kind in this field.

And I just want to thank you again, Henry, for what you did, and say that we are still thumbing those pages and seeking added legislation to see that the program is carried out. Every young person in this State, boy or girl, who has the desire and the capacity for higher education, shall not be prevented from achieving that either because, one, they don't have the personal financial means, or two, because we don't have the facilities. Both of those needs are going to be met, and there will be no young person in this State who will not have that educational opportunity. I think this is one of the most important considerations in modern society.

SOCIO-ECONOMIC IMPLICATIONS IN MANPOWER TRAINING

Address by Jerome H. Holland, President, Hampton Institute, Virginia

MANPOWER TRAINING IS OF VITAL importance to the citizens of this nation. We are experiencing a rather interesting national employment scene. There is a shortage of trained people which includes the traditional crafts and skills, professional, managerial, engineering, and science. Yet there are many people unemployed.

Somehow we have been unable to bring our manpower needs, supply and training resources into a common dialogue. Perhaps we should recognize that it is a difficult task. Yet there must be an answer or answers, as our creativity and ingenuity have brought us to this strange position.

During World War II, I became quite familiar with the occupational classification guides. Twenty years later there are many new listings in this guide which were not included during the 1940's. This is evidence of the rapidity of social change and the challenge which confronts society. We must recognize that our population has increased. In addition our educational resources have been expanded and also enriched. Yet we still have a shortage of trained people.

IN the limited time available for this presentation, I will discuss the socio-economic implications in manpower training in reference to experiences as related to the Negro college student which may be of importance in the general concept of manpower training within New York State. The Negro citizen presents the major challenge to manpower training, as reflected in the unemployment reports.

There is a belief that with our sophisticated approach to evaluating significant issues perhaps we are prisoners of our experiences and environment. We read a great deal about the need for bold, imaginative, creative and far-sighted programs to meet the challenges of the future. There can be no disagreement with this approach, and perhaps we are utilizing this orientation in our manpower training programs. If we are developing within this context, what are our problems?

I have some doubts about our approach in this area under discussion based on my experiences with employers, including the government and private sectors, in attempting to bring equality of employment opportunity to all citizens. We must admit that one of the exciting things that has happened during the past 10 years is the developing partnership between industry and various segments of the Negro community.

I APPLAUD the manner in which industry and government are recruiting graduates of some of the predominantly Negro colleges, Hampton Institute being one of them. To be specific and to illustrate the dramatic aspects of this partnership, the number of recruiters from industry visiting Hampton Institute increased from six in 1960 to more than 170 in 1966. Placement has increased substantially. Yet I am concerned because there is a lack of creativity and imagination in really dealing with the larger problem of equality of employment opportunity with minority groups, which involves some aspects of manpower training. In this context I refer to a dimensional approach with a community-wide involvement as being the untried approach of manpower training. It is important in New York State since the Negro population represents a sizeable proportion of the population, and unemployment is a major problem with this racial group.

I voice this concern based on several interesting experiences relative to the issue of equality of employment opportunity. Recently I have been quite interested in exploring methods of encouraging more Negroes with college training to enter business and industry. I applaud the interest of our industrial and business organizations who send recruiters to predominantly Negro colleges to interview graduating seniors.

In spite of my enthusiasm I have been troubled because this traditional recruiting method was not enough. I believe that some program should be planned to provide these students with a vocational training experience prior to the senior year which would involve parents and other young people. It was decided to organize a program called an Internship in Business and Industry for Prospective Junior Executives and Managers.

THE program is organized to encourage students to spend an employment period of 10 to 12 weeks in industry or business during the summer period prior to the senior year. The students would work under supervision and be visited by a faculty member from Hampton Institute. A report would be submitted by the employer at the completion of the summer work period. The report would be helpful in evaluating the teaching program and the potentials of the student. The work experience would enable the student to earn money for college, expose him to corporate programs, teach the meaning of corporation standards and expand his contacts.

DR. JEROME H. HOLLAND

The parents would become involved and they would discuss this experience with their friends. The alumni of the college would participate through seeking housing accommodations. Other students in the college would be informed of this program by the students who received this experience, creating an interest in industry and business. Small informal seminars would be held in the residence halls for informing students. Through these approaches we would be communicating to the Negro citizens that things have really changed regarding changing patterns in equality of employment opportunities for all people. It is not properly known or accepted in the Negro community.

There are two factors in this program that differ from the normal patterns. It would mean that Negroes would have a corporate experience at an impressionable age, which has been denied this group, and that industry would provide this internee with a scholarship of $500 during the senior year in order to insure that the student would not suffer financial difficulties which could affect his education. It is important to have good students finish college. They become the image portraits of the future for young people. The bases for awarding the scholarship would be high standards of job performance, personality and character.

SUCH a program may have exciting potentials. The reaction within the corporate complex has been, in many instances, that the awarding of a scholarship would be discriminating against white college students.

My answer: For years you refused to employ Negro college students. Why the sudden concern for fair play without an understanding of the total problem?

A second response: "We cannot give a scholarship such as this."

My answer: You have an aid-to-education program which could be used and not adversely affect the welfare of a single person nor hurt the corporation financially.

A third response: "How can we judge his performance and then turn him down for a scholarship if he is not above average, and not be accused of prejudice?"

My answer: You make decisions daily, why would this be any different?

A fourth response: "This program would be difficult to implement because our supervisors may not be happy about the program."

My answer: If supervisors are not in sympathy with management, they must be brought in line or leave.

THE reason I question our creativity and ingenuity in manpower training is because the internship training program is being interpreted within the traditional patterns. Perhaps the merits of the program are questionable. However, the responses have been delivered along conventional lines.

It has been very difficult to reorient such patterns of thinking. Is this an illustration of provincialism within a complex of diversity and progress? It is happening and we are in a dilemma. Perhaps this may illustrate my concern in manpower training, and I interpret this internship program as a part of manpower training.

In another vein, and this is somewhat limited in scope, is the fact that I have made the observation on several occasions that the recruiter from industry and business, if he is to be successful, must become a part of the manpower training in the predominantly Negro colleges, or for a matter of fact in the small colleges. They must assume this role if we are to be successful in job placement for our students. The educational implications of the recruiting program are exciting in reference to the proper role of the recruiters. A well-versed recruiter has a great deal to offer a college, with particular reference to predominantly Negro colleges.

WE have stressed that the recruiter may be an important factor in raising levels of aspiration if he can take time to confer with juniors and students in the lower classes. He has the potential to bring faculty members closer to industrial life if he is aware of this fact when he visits the college scene. A dialogue between an academic department and a special division or section of a corporation may be implemented through the recruiter who knows the college personnel and the corporate personnel. I consider these matters in the broader context of manpower training. They may seem somewhat unusual and I have only made a few suggestions, yet they are important.

Again, I cite the fact that it is difficult to gain acceptance of the recruiter in this context. It is different. Recruiters do not do, nor do they need to do, these things in their normal job routine.

It is unfortunate that a segment of our population has in many instances lost the will to seek a better life. The present and the future are clouded and misty. In such a state of mind, it is difficult to accept vocational training. Evidence of this is observed in the out-of-school youth. Thus I feel that in defining the scope of manpower training there must be a major concern in raising levels of aspiration. A listing of employment opportunities or an advertisement will have virtually no affect on people in this frame of mind. In order to reach this group, a dialogue must include the community residents, the peer groups and the individual. Manpower training in this context makes it necessary to seek members of the group and lead them into a training program. It may be necessary to include the entire community resources in the program.

MANPOWER training in the past developed mainly saleable skills, but the new dimensions include a rehabilitation of the individual and restoring faith in self-development. Very little has been done within such a frame of reference and this may be the main thrust of manpower training in the future.

However, in manpower training for the future, the normal methods are not sufficient to challenge successfully the real sense of manpower training. Thus I raise a doubt about our willingness in a broad frame of reference of manpower training to develop bold, imaginative and dynamic programs.

The socio-economic implications in manpower training must be considered in organizing and developing a program. Perhaps the large reservoir of potential manpower which has been neglected within the Negro group may be a partial answer to our acute shortages of trained people.

The Negro youth has lived in the psychosocial borderland of our society. Is he wanted, and is there a place for him are questions which have been a part of his life. These concerns cannot be answered within the near future within the traditional frame of reference. This fact may also be a part of the problem with Mexican-Americans, Puerto Ricans and people in Appalachia or similar areas. To bring our manpower resources and potentials, needs, and training into an effective organization is our challenge. Traditional methods or programs which have brought us to this point or period may not be sufficient within themselves to accomplish the task. The socio-economic factors may become the missing part of the formula. We have overlooked this matter in the past. Today we must recognize the implications of the socio-economic environment and include it in the training program.

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